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Manual of U.S. Interdepartmental Social Hygiene
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FROM

The President's Office



MANUAL
FOR THE
VARIOUS AGENTS
OF THE
UNITED STATES INTERDEPARTMENTAL
SOCIAL HYGIENE BOARD



Together with
APPENDICES

**CONTAINING THE FEDERAL LAW CREATING THE BOARD,
AMENDMENTS THERETO, REGULATIONS REGARDING
FUNDS ADMINISTERED BY THIS BOARD, FINANCIAL STATE-
MENTS, A STUDY OF THE RECORDS OF SIX THOUSAND
DELINQUENT WOMEN, AND FACSIMILES OF BLANK FORMS
USED IN THE FIELD**



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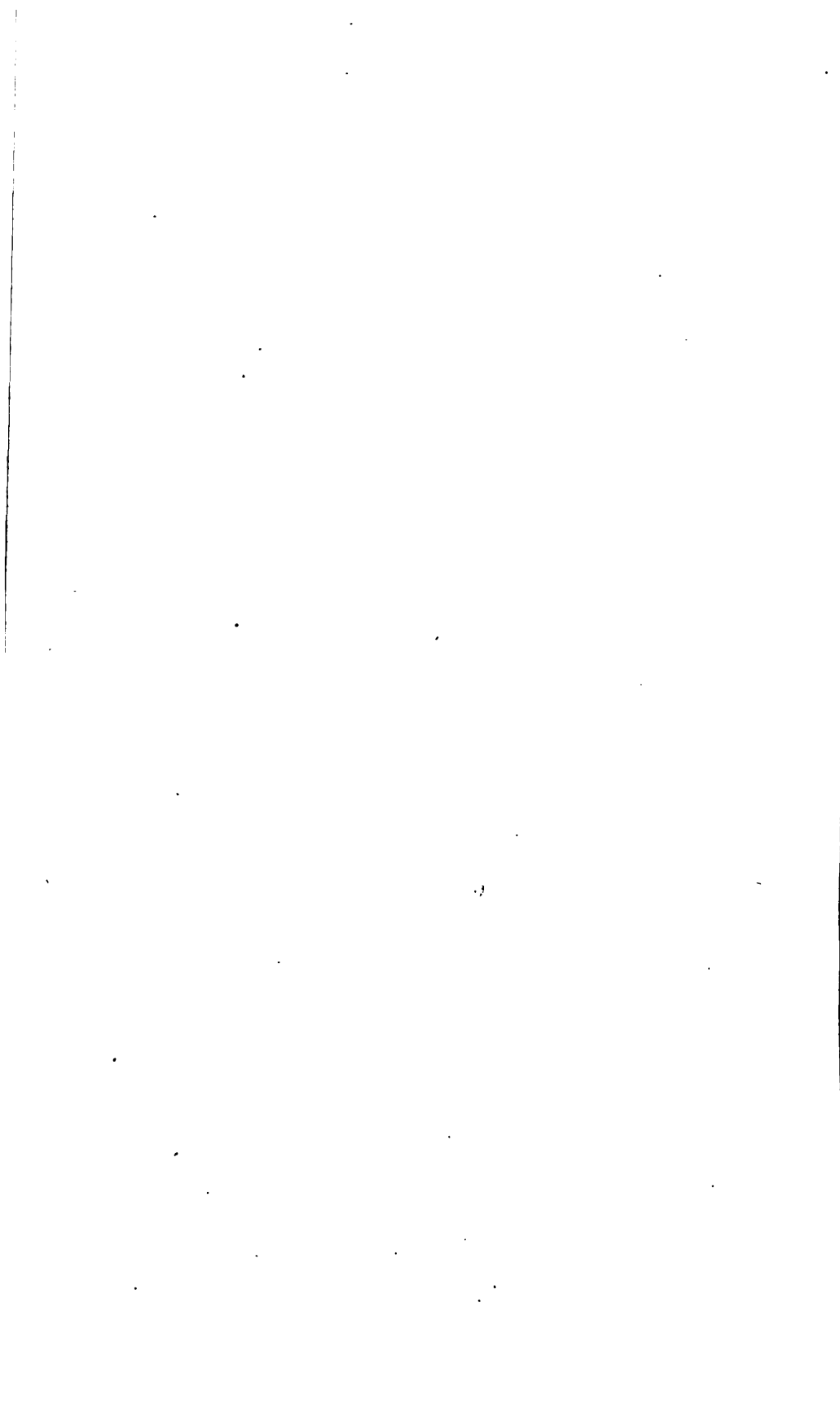
The President's Office

FOREWORD.

In the absence of an annual report, field agents of the Interdepartmental Social Hygiene Board and others engaged in associated activities will find in this Manual information of fundamental importance regarding the attitude of the United States Government toward social hygiene. This Manual necessarily covers information bearing on the first year of the Board's activity.

The powers and limitations under which this Board operates, together with some statement of the programs attempted in the different fields, are set forth herein for the guidance of those directing or cooperating with the present work of the Board.

Attention is invited particularly to the Appendix, wherein are reproduced the laws, regulations, tables, and blank forms to which constant reference is made.



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THE UNITED STATES INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.

I. INTRODUCTION.

BACKGROUND AND PURPOSES OF LAW CREATING THE BOARD.

The compelling events of the Great War very early focused the attention of the world upon the fundamental importance of man power. The remark that the war would be won by the side that could fight for the last 15 minutes was taken at its face value. The conservation of man power came to be a dominating factor in the plans of each of the warring nations.

When the United States entered the war the medical service of the Army and the medical service of the Navy were ready with practical plans for the prevention, treatment, and control of malaria, typhoid, typhus, and smallpox, each of which has a military history of greater morbidity and greater mortality than all the weapons of warfare in all the great armies of all history combined. Very recent military history had demonstrated the practical values of scientific hygiene for the prevention, treatment, and control of these diseases in the Army, in the Navy, and in the civilian population upon which armed forces depend in so many ways for safety and support and recruits. The United States made use of this information and in consequence the Medical Corps of the Army, the Medical Corps of the Navy, and the Public Health Service of the Treasury saved an enormous resource in American man power that otherwise would have been needlessly sacrificed to these diseases.

But there is a group of other diseases of well-known military, naval, and civilian danger that had not been successfully controlled in previous wars. Gonorrhea, syphilis, and chancroid have been among the determining factors in all the great wars for many centuries. Their causes, carriers, injuries, and preventions have been known for a number of years, but up to this great war no thoroughly organized, systematic, and relatively complete program had been developed and applied for the prevention, treatment, and control of these diseases.

Even before the United States entered the Great War, governmental and civilian experts began laying plans for the control of gonorrhea, syphilis and chancroid. The most powerful of these pre-war stimuli came from the American Social Hygiene Association, a voluntary civilian organization that for a number of years had been gathering scientific information and laying carefully organized plans for the control of the venereal diseases.

As a result of these influences, the venereal disease programs of the Army and the Navy were effectively organized soon after the United States entered the war.

But no program of protective hygiene can possibly succeed in defending the Army or the Navy from military diseases and especially from the venereal diseases unless that program protects also the civilian population. Knowing that venereal disease is much more common in the civilian population than in the Army or Navy; knowing that every soldier or sailor with gonorrhea, syphilis or chancroid secured his infection from a civilian source; knowing that the civilian prostitute, male and female, is in a large measure responsible for the dissemination of venereal disease; and knowing that the prostitute is not a local or regional but rather a national liability, the well-informed authorities concerned applied to Congress for legislative action that would enable the War Department, the Navy Department, and the Treasury Department to join together to assist the States to meet their very important obligations and complete the American program for the prevention, treatment, and control of the venereal diseases.

The startling facts that led Congress to enact the law which established the Interdepartmental Social Hygiene Board and the definite purposes for which that legislation was proposed, are stated in the records of a hearing held before a subcommittee of the Senate Committee on Military Affairs on June 18, 1918. The evidence presented at this hearing was furnished by a group of men who are known to be among those most expertly qualified to furnish reliable information on the community, State, and national menace of venereal diseases.

The defensive, protective, and remedial proposals made to and approved by the committee and supposedly contained in the act as finally submitted, were approved by the House of Representatives and by the Senate, and the act carrying this presentation of the law was signed by the President on July 9, 1918. These proposals may be stated concisely as follows:

To assist the various States in caring for civilian persons, whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases during the war and after the war;

To protect the civilian population against venereal diseases during the war and after the war;

To assist States in building reformatories and detention houses for hygienic, social, and economic redemption and restoration of venereal disease carriers;

To assist States in the cure of persons with venereal diseases;

To assist States in the eradication of venereal diseases;

To assist colleges, universities, and other suitable institutions to carry out scientific research for the discovery of better medical methods for the treatment and prevention of venereal diseases;

To assist colleges, universities, and other suitable institutions in the instruction of their students concerning the defensive hygiene of venereal disease.

A copy of the act is appended. (See Appendix I.)

SUMMARY OF THE WORK OF THE BOARD FOR THE PERIOD ENDING JUNE 30,
1919.

The board is made up of the Secretary of the Treasury, the Secretary of War, the Secretary of the Navy, and a representative chosen by the Secretary of the Treasury from the United States Public Health Service, a representative chosen by the Secretary of War from the Medical Corps of the United States Army, and a representative chosen by the Secretary of the Navy from the Medical Corps of the United States Navy. This act of Congress carried with it an appropriation of something over \$4,000,000 which was made available for a period of two years.

One million dollars of this sum was set aside for payment to States for expenditure through their boards of health for the prevention, treatment, and control of venereal diseases. This appropriation of \$1,000,000 was repeated for the year beginning July 1, 1919. A second appropriation of \$200,000 was made for the establishment of a division of venereal diseases in the United States Public Health Service. This bureau was directed by the law to investigate the causes, treatment, and control of venereal diseases, and to assist in the control of interstate carriers of those diseases. A third appropriation of \$1,000,000 was made for the purpose of assisting States in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions would protect the armed military and naval forces of the United States from venereal diseases. A fourth appropriation of \$100,000 was made for the present year and repeated for the ensuing fiscal year for the purpose of assisting such colleges, universities, and other institutions as, in the judgment of the Interdepartmental Social Hygiene Board, are qualified for scientific research to discover more effective medical measures for the treatment and prevention of venereal diseases. And finally the law carried an appropriation of \$300,000 for the first fiscal year (1919) and of \$300,000 for the second year which "shall be paid to such universities, colleges, or other suitable institutions or organizations as, in the judgment of the Interdepartmental Social Hygiene Board, are qualified for scientific research for the purpose of discovering and developing, in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective educational measures in the prevention of venereal diseases and for the purpose of sociological and psychological research related thereto."

The work of the board has been very seriously handicapped because of certain inadvertences in the wording of the law which brought the board into existence. Nevertheless a great deal has been accomplished through the application of these several funds. A tremendous campaign along the lines of information relating to the individual, group, and intergroup hygiene of venereal diseases has been carried on by the division of venereal disease of the United States Public Health Service and by the commissions on training camp activities. Practically all of the States in the United States have passed laws or adopted regulations for the control of these diseases in accordance with the recommendations of the Secretary of the Treasury and the Interdepartmental Social Hygiene Board. All of the States with the exception of three have availed themselves of

the appropriation set aside for the use of their boards of health for the prevention, treatment, and control of venereal diseases. Most of these States qualified for the appropriation set aside for them for the second fiscal year on the condition that for each dollar received by a State from the Government under this appropriation the State should set aside a dollar from its own treasury. The appropriation for assisting States in caring for infected civilian persons, in order to protect soldiers and sailors from venereal diseases, has been spent this year (1919) largely through the law enforcement division of the commissions on training camp activities. The commissions on training camp activities have been greatly reduced in personnel, and the law enforcement division has become, as a result, the field service of the Interdepartmental Social Hygiene Board. This field service has accomplished a tremendously important piece of work. Among other things, it has taken care of over 30,000 delinquent women and girls who were detained in the neighborhoods of military and naval camps and has either sent them home, placed them on parole, or committed them to institutions for care and treatment.

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The combined program of the Army, the Navy, the Public Health Service, the commissions on training camp activities, and the United States Interdepartmental Social Hygiene Board resulted in a remarkable reduction of venereal infection in the Army and in the Navy during the war. Just as we succeeded in reducing or eliminating typhoid or typhus fever and other serious diseases when we wisely applied scientific knowledge and when we spent money in sufficient amounts, so we have succeeded in reducing enormously the occurrence of venereal infections, now that we have used the available scientific knowledge and have spent money intelligently for that purpose. No army in the history of the world has enjoyed the freedom from these diseases which the American Army has secured.

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A number of interesting facts have been brought up in connection with this whole program. In the first place, it seems to be true that in the civilian population, without any systematic control, venereal infections may be ten times as numerous as in the Army and Navy under the systematic and regular control that obtains there. It has been found that a soldier with venereal infection is usually able to do some kind of work after about 10 days in the hospital, and that it is very much better for the soldier that he be given work as soon as it is reasonably possible to do so. It may be said therefore that every case of venereal infection means a loss of at least 10 days on the part of the man concerned. It must not be forgotten, however, that none of them is able to work at full normal capacity so soon, and that some men become incapacitated for life. It would be safe to state that the incapacity resulting from venereal disease persists usually for several weeks and sometimes for life.

Between September, 1917, and February 14, 1919, there were over 220,000 cases of venereal disease in the Army, and there were over 60,000 cases in the Navy. Our record then was somewhere in the neighborhood of 300,000 cases, causing the Army and Navy to lose a minimum of 3,000,000 days of service. If there had not been an efficient program of venereal-disease control, with its educational, informational, protective, and preventive elements operating in the

camp and outside of the camp, we would have had five times as many cases of venereal disease and we would have lost more than five times that amount of time and human service because of those diseases. The United States Government by spending several million dollars in this campaign and by using the expert service of some of the best-equipped men and women in America has saved a million or more young men from infections that would have incapacitated them all for at least 10 days and some of them for life—infections that would have injured not only them but many others with whom they would come in contact. This investment has been of priceless value to the Government and to the men for whom it was made, and to the homes and families of those men. It gives us an example of what can be done by intensive organization for the control of this particular group of agencies that injure human health.

Our fund for the encouragement of scientific research is being distributed to institutions whose representatives come to us with medical problems concerning the prevention and treatment of venereal disease, which these institutions can not solve without financial help. The board has made some distributions already and is negotiating with a number of institutions relative to other appropriations. Up to July 1, 1919, appropriations were made to 14 university laboratories located in 11 States for the purpose of investigating 27 important problems in the prevention and treatment of venereal diseases. At the present time 40 of the most capable and best-known students of scientific medicine in America are engaged in directing and carrying out these researches. With them are associated a number of younger promising scientific investigators.

The Interdepartmental Social Hygiene Board has taken the position that education for the prevention of, avoidance of, and protection from venereal diseases, and unwise and injurious sex life should not be developed through a special and dramatic emphasis of those subjects, but rather through their normal consideration in their proper and regular relation with the other important divisions and subdivisions of hygiene. Furthermore the board takes the position that the greatest amount of permanent influence may be achieved if the regular classroom teacher is prepared in general hygiene as thoroughly as she is prepared in English or geography or mathematics. With these principles in mind, the board has proposed to assist each State in the United States that will accept this assistance, to establish in one of its normal schools, colleges, or universities that trains teachers, a department of hygiene that will reach every teacher in training in that institution, so that upon graduation the prospective teacher will have had as a part of his or her preparation for life work training secured in a required, expertly supervised curriculum including courses and conferences in informational hygiene and courses and conferences in the applications of hygiene wherein are emphasized with appropriate and due proportion and proper tact and persistency the serious importance of the venereal diseases, their causes, carriers, and prevention, and at the same time, with all the consideration they deserve, emphasis is given to the other important facts, and applications of general, individual, group, and intergroup hygiene. The board is interested not only in this training for teachers but also in such a training for all college and university students. Up to June 30, 1919, the board had made ap-

appropriations for the assistance of normal schools, colleges, and universities in the establishment of departments of hygiene in 22 educational institutions situated in 18 States.

It is wholly obvious that it is only through some such method of approach as this that we will be able to influence our future citizenship to protect itself through habits of individual, group, and inter-group hygiene from the venereal diseases, as well as from the great variety of damaging agencies of similar character with which the race has to contend. While it is true that one can, within limits, buy health, and while it is true that the city or the nation that will spend its money can buy protection from the agencies that destroy life and damage health, it is nevertheless equally true that there is a point beyond which your dollar and the dollars of the Nation can not go for the purchase of vigor, physiological efficiency, and enduring life. Beyond that point the individual must provide his own protection, and he must supply this protection through his habits of living. He must achieve this greater physiological efficiency, this better health, through his own physical education. If the United States Interdepartmental Social Hygiene Board succeeds in demonstrating the practical value of departments of hygiene in training schools for teachers, and in colleges and universities, the Government will have accomplished one of the most important tasks that lies between us and the achievement of more perfect national vitality and of national health. If every parent and every other teacher of children were in possession of safe, general knowledge of the elements of hygiene, the children would profit enormously through their home and school experiences, and we would be supplied ultimately with a very much more complete program of defense against the agencies that destroy the health, the man power, and the woman power of the Nation.

II. PERIOD OF ORGANIZATION.

Pursuant to the provisions of the act of July 9, 1918, the board met on August 8, 1918, for the purpose of organizing. The members of the board at that time were:

William G. McAdoo, Secretary of the Treasury, represented by Judge J. H. Moyle, Assistant Secretary of the Treasury.

Newton D. Baker, Secretary of War.

Josephus Daniels, Secretary of the Navy.

Lieut. Col. W. F. Snow, Medical Corps United States Army.

Lieut. Commander J. R. Phelps, Medical Corps United States Navy.

Asst. Surg. Gen. C. C. Pierce, United States Public Health Service.

Secretary Daniels was elected chairman and Asst. Surg. Gen. Pierce was made temporary secretary. An executive committee was organized, the membership of which was composed of Lieut. Col. Snow, Lieut. Commander Phelps, and Asst. Surg. Gen. Pierce.

Acting on informal advice secured from the office of the Comptroller of the Treasury, the board appointed a disbursing agent on September 3, 1918, through regular civil-service channels. After a search for an available man competent to serve as an executive secretary, the board made appointment to the position October 12, 1918.

The board proceeded immediately to adopt measures for the accomplishment of the purposes that were defined in the hearings that

preceded the passage of the act. These purposes the board had every reason to believe were the intent of the act resulting from the hearing. Communications were developed with competent State authorities and public-spirited citizens, for the assistance of the States in accordance with well-known plans of the framers of the act. It very soon became evident that the intent of the framers of the act was not carried in whole by the provisions of the statute and that the law establishing the Interdepartmental Social Hygiene Board contained certain inadvertencies of a very serious character. One by one the delaying influences of these inadvertencies became evident. As a result, the administrative organization and functional activities of the board fell naturally into three periods—a period of delayed organization pending an authoritative interpretation of the law, a period of incomplete administration because of insufficient financial resources, a period of final organization which will consume a large part of the second fiscal year in the life of the board.

PERIOD OF INTERPRETATION.

The period roughly extending from July to December, 1918, may be designated as the "period of delayed administrative organization or interpretation." The delay was due to loss of time, first because of necessary processes in the office of the Comptroller of the Treasury leading up to decisions for the board, and second because of inevitable loss of time in connection with the formulation of an application for an emergency resource with which to maintain the board until congressional amendment could be secured to correct the situation that had developed.

The duties of the board, in certain cases, were not by any means clear in the law as passed or in conformity with the supposed intention. The original bill as proposed to the Senate committee and as printed in the record of the hearing of June 18, 1918, contained six sections. Subsequently section 5 of the proposed bill was divided into sections 5, 6, and 7. Unfortunately this subdivision was not accompanied by a revision of section 1, which carried two specific references to section 5 as it stood in the original bill, references relating to the duties of the board, namely: "(1) To recommend rules and regulations for the expenditure of moneys allotted to the States under section 5 of this chapter; (2) to select the institutions and organizations and fix the allotments to each institution under said section 5."

After the original section 5 to which these references were made had been subdivided into sections 5, 6, and 7, neither one of the two references was concerned with the new section 5. In the bill as it was changed and passed finally, both of the references in section 1 applied to the new section 6. It is obvious that difficulties became at once imminent and, as the law now reads, it would seem that the board has no function in relation to the rules and regulations governing the expenditure of moneys allotted to the States under the new section 6 and only a limited function in the relation to the selection of institutions and allotments under the new section 6.

The matter was brought to the attention of the Comptroller of the Treasury, who pointed out: "The terms of the appropriation under section 5 do not provide for allotments to States, institutions,

and organizations. Such an appropriation is provided for by section 6 of this act, but the allotments to the States are to be in accordance with rules and regulations prescribed by the Secretary of the Treasury and those to organizations, institutions, etc., under the board. The duties of the board and the appropriations are thus not properly designated in connection with the statutory provisions."

Again, when the board took up the question of assisting the various States "in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal disease," the board was confronted with another unexpected term. The policy was adopted of aiding the States in conformity with this provision through assistance granted in the construction of reformatories. The Comptroller of the Treasury, however, gave a ruling holding that none of the money appropriated by the act for this purpose could be spent for the construction or repair of any institution. The board could not undertake to build or repair structures not on Government property. Another serious inadvertency was discovered in the wording of section 7, which carried an appropriation of \$100,000 intended for use in the administrative organization of the board. Because of the wording of the clause, however, the board was informed that none of this \$100,000 could be used for the employment of personnel or for the organization of a central office.

This matter was taken up with the Comptroller of the Treasury, who pointed out that the law as it stood appropriated the sum of \$100,000 to be used "for any purpose for which any of the appropriations made by this chapter are available" and since "none of the appropriations are for the expenses of an organization of the board" none of the \$100,000 could be used for this purpose.

To meet the emergency application was made to the President for assistance from his national security and defense fund, in order that the board might have funds with which to administer its various activities. The application was granted by the President and a total of \$20,000 set aside from the national security and defense fund to meet the administrative expenses of the board, one appropriation being made November 8 and the second November 20.

During this period of delayed organization, the administrative personnel of the board consisted of the executive secretary, a disbursing and accounting agent, and three stenographers. Two of the stenographers were furnished by an agency other than the board, and the others making up the personnel in the office of the board were without salaries until the emergency fund was made available.

PROPOSED AMENDMENTS AND THEIR FATE.

After discovering the various inadvertencies in the act creating it, the board made every reasonable effort to secure corrective amendments through Congress. A general amendment to the act was drawn up (see Appendix II), which it was believed would correct all of the difficulties, make the law and the purposes of its framers coincide, and permit the Interdepartmental Social Hygiene Board to carry on to the full the duties placed upon it by Congress. The corrections proposed were approved by the various committees to which

they were presented in the Sixty-fifth and also the Sixty-sixth Congress.

In January, 1919, the amendments were included in the Army appropriation bill, which "died" in the Senate March 4, 1919. In May, 1919, the amendments were introduced by way of the Appropriation Committee of the Senate, and were removed with a number of other proposed amendments by the conference committee on the sundry civil bill of the Senate and the House.

Fortunately, the sundry civil bill as finally enacted in July, 1919, authorized the board to use its resources of \$100,000 for administrative purposes. It will be seen, however, that this authority came virtually a year after the board was legally established. In the meantime the board was supported by a very inadequate financial administrative resource—a total of \$20,000—with which to administer four appropriations aggregating \$2,400,000, and covering a number of complicated administrative activities.

PERIOD OF INCOMPLETE ADMINISTRATIVE ORGANIZATION.

The period of incomplete administrative organization of the Interdepartmental Social Hygiene Board extended from the date of the receipt of financial assistance from the national security and defense fund, to the end of the fiscal year ending June 30, 1919. The request for \$20,000 from the emergency fund was originally intended to cover the administrative expenses of the board up to March 4, 1919, by which time it was confidently expected that Congress would have enacted corrective amendments making available to the board the appropriation originally intended for administrative purposes. When these amendments were not acted upon by Congress the board adopted the only policy open to it for the remainder of the fiscal year, namely, the restriction of its activities to limitations imposed by the amount of administrative financial resource at its disposal.

During this period an administrative organization was developed by the board for the purpose of—

1. Maintaining a satisfactory record of disbursements and accounts in connection with each of the five funds for which the board was responsible in whole or in part.

2. Assisting States in the "care of civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases."

3. Selecting by correspondence and expert investigation and making appropriations to "such universities, colleges, or other suitable institutions as in the judgment of the board are qualified for scientific research for the purpose of discovering, in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective medical measures in the treatment and prevention of venereal diseases."

4. Selecting by correspondence and making appropriations to "such colleges, universities, and other suitable institutions or organizations as in the judgment of the Interdepartmental Social Hygiene Board are qualified for scientific research for the purpose of discovering and developing, in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effec-

tive educational measures in the prevention of venereal diseases and for the purpose of sociological and psychological research related thereto."

5. Making the most effective use of the limited resource secured from the national security and defense fund for the maintenance of the board during this period of administrative financial difficulty.

On April 1, 1919, the War Department assigned to the board the major part of its administrative personnel, which had prior to that date been attached to the commission on training camp activities, and known as its law-enforcement division. It was at this time that the commission on training camp activities was very largely demobilized. The field service for some months prior to this time had been performed by employees of the board, so that it was wholly logical to transfer the administrative personnel of the law-enforcement division to the Interdepartmental Social Hygiene Board at this time.

Under these conditions the organization of the board during this period was partly made up of personnel receiving compensation from the board and partly of a personnel assigned to the board from the War Department.

This central administrative organization was as follows:

Executive secretary, Dr. T. A. Storey.

Assistant director of the medical research fund, Dr. R. W. Hoffman.

Supervising assistant in charge of men in the field service, C. E. Miner.

Supervising assistant in charge of women in the field service, Miss Henrietta Additon.

Specialist in reformatories, Mrs. Martha P. Falconer.

Assistant specialist in reformatories, Dr. Mary B. Harris.

Disbursing agent, R. H. Lovett.

Clerks and stenographers.

III. ACTIVITIES.

1. CIVILIAN QUARANTINE AND ISOLATION FUND.

Under the provisions of the act creating the Interdepartmental Social Hygiene Board, the Secretary of War and the Secretary of the Navy are authorized and directed to adopt measures to assist the various States "in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of military and naval forces of the United States against venereal diseases." The statute set aside \$1,000,000 for the purpose of carrying out this provision which the board called "the civilian quarantine and isolation fund."

PROGRAM FOR ASSISTANCE OF STATES IN BUILDING REFORMATORIES.

The Secretary of War and the Secretary of the Navy adopted the program proposed before the subcommittee of the Senate Committee on Military Affairs at the hearing June 18, 1918, and authorized the Interdepartmental Social Hygiene Board, of which the Secretaries

are active members, to administer this fund in harmony with that program.

In conformity with this program an agent of the commission on training camp activities was sent out into the States for the purpose of assisting the officials and public-spirited citizens to secure financial resources with which to build detention houses and reformatories for women over the age of 18 years and for girls 18 years old and under, and in certain States for colored women and girls.

The work of establishing throughout the country reformatories for women and girls, detention houses and detention hospitals, and reorganizing those which already existed to meet the sudden strain put upon them by war conditions, had been begun under the War Department in April, 1918. It developed out of the efforts made to effect a law-enforcement program suppressing vice and liquor about the military training camps. Its work was preceded and to some extent defined by the popularization of the detention-house idea—the value of a clearing house where all women and girls (except hardened cases) who are arrested may be held while awaiting trial, to be studied and treated medically. The committee on protective work for girls, the first Federal organization to engage in work for girls in the war situation, saw the great need of the detention houses in the camp towns and succeeded in popularizing the idea. (See Appendix VIII.)

Then, in February, 1918, in the enforcement of section 13 of the act of Congress "to authorize the President to increase temporarily the Military Establishment of the United States," which provided for a penalty of \$1,000 fine or one year's imprisonment for conviction in Federal court of prostituting within the 5-mile zone established about military camps, 19 girls were sentenced from South Carolina to the National Training School for Girls in the District of Columbia, because the State of South Carolina had no provisions for their care. With this action the Federal Government experienced the need of additional facilities for the custody and rehabilitation of girls and women found to be a menace to the health and morals of the men in training. The 19 girls from South Carolina arrived in Washington to find the national training school filled to capacity. These girls were finally placed in the excellent care of the Massachusetts Reformatory for Women, at Framingham, Mass.

The difficulty of their disposal, however, centered the attention of those in authority in the War Department on the lack of institutional facilities for the handling of the camp-girl problem. As a result, late in February, President Wilson set aside from his national security and defense fund the amount of \$250,000 for the establishment of additional facilities for the custody and rehabilitation of girls and women who proved to be a menace to the health and morals of the men in training. The expenditure of this money became the work of the section on reformatories and detention houses of the commission on training-camp activities. The reorganization of certain already existing institutional facilities was early included in the scope of the section's work.

The director began her work April 8, 1918. The section was organized as a branch of the law enforcement division of the commission on training-camp activities and was coordinated with the

section on women and girls and the section on vice and liquor control.

Various plans were, of course, offered for the work. One was to build four human reclamation institutions in the eastern, southern, western, and northern part of the United States, to which all prostitutes, convicted in the Federal courts, could be sent for the period of the war. At first consideration that plan seems to deal with the whole proposition in a summarily satisfactory way. But practical difficulties of execution were paramount; how was commitment to be secured, and how did such procedure develop our program for the immediate care of delinquent women and girls, the opportunity for which development seemed so great in the Federal undertaking?

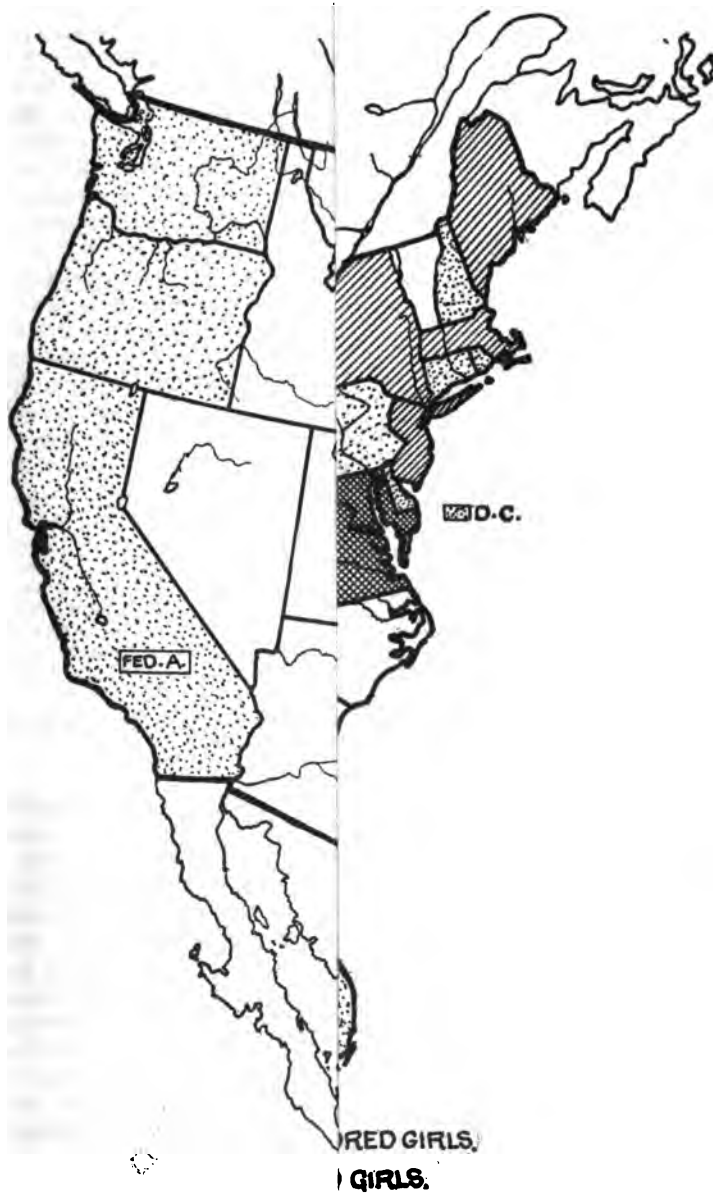
Most important for the elimination of prostitution seemed to be the further development of suitable places for long-term commitment for women and girls. Those who have plied this trade for months and years can not, without general rehabilitation and training, become economically valuable in legitimate work as the result of an edict or a short-term sentence to idleness.

On the other hand, not all women convicted of prostitution need a long-term sentence, and the representatives of the other two sections of the law-enforcement division were appealing for suitable places in which to hold the women, to be studied and treated medically while awaiting trial and for hospitalization facilities where the women could be medically treated. There was the difficulty also that the establishment of a place of long-term commitment would be in some States impracticable, as there was no law providing for the holding of women on a long-term sentence.

Consideration of all these conflicting claims for immediate action made it apparent that for many reasons the section could not hope to develop an identical model program for each camp community. Such in general would probably have included a detention or clearing house, isolation hospital facilities, and a State industrial farm as a place of long-term commitment with facilities for separating young girls from older offenders. Funds were insufficient for this, and many communities could not support the undertaking. It was apparent that the needs of each camp city would have to be considered separately, though in the reorganization and development of all the institutional facilities there were, of course, general principles to be laid down. There were the management of all institutions for women by women, the location of all places of long-term commitment in the country, the provision of adequate medical facilities for the treatment of venereal disease, and the supervision of all institutions Federally aided by a local board of managers composed of both men and women.

The agents sent out to the States in accordance with the plan of the Interdepartmental Social Hygiene Board in administering its civilian quarantine and isolation fund reported that there were on November 1, 1918, only 34 States with reformatories for girls and only 8 States with reformatories for women. There were 14 States with 1 reformatory for either girls or women, and only 1 of the Southern States that had a reformatory for colored girls. No Southern State had a reformatory for colored women over 18. Obviously there was a big field and the board immediately adopted the policy, as already indicated, of meeting the problem by aiding the States in the con

**MAP SHOWING CLASSES OF INSTITUTIONS THAT
SUBSEQUENTLY ACCEPTED BOARD.**



FED. A. = FEDERAL AID ACCEPTED STATES SO MARKED.

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struction of reformatories. It was definitely decided by the board to extend the Federal aid in this way and not in any case to make appropriations which would be used in maintaining inmates of the institutions assisted.

On November 26, 1918, however, came the decision from the Comptroller of the Treasury informing the board that it had no authority to make appropriations for the construction, enlargement, or repair of buildings that are not Government property. As a result of this decision, the plans of the board for assisting States to build detention houses and reformatories had to be given up immediately and it was impossible for the Government to fulfill certain promises given in good faith of money from the appropriation voted in the Chamberlain-Kahn Act.

At that time application had come in from 9 States requesting in total an appropriation of \$257,000, to balance which a considerably greater amount had been contributed in total by these States. The contributions by these several States involved appropriations from the Government as follows, each State having raised an amount equivalent to or greater than the amount requested from the Government:

Alabama	\$25,000
Arkansas	50,000
Florida	5,000
Kentucky	30,000
Michigan	28,000
North Carolina	25,000
Pennsylvania	50,000
South Carolina	10,000
Virginia	34,000

PROGRAM FOR ASSISTANCE OF STATES IN MAINTAINING VENEREAL-DISEASE PATIENTS.

Acting on the decision of the Comptroller of the Treasury, the Secretary of War and the Secretary of the Navy authorized the Interdepartmental Social Hygiene Board to organize plans in December, 1918, for the assistance of States in the maintenance, subsistence, and treatment of civilian persons with venereal diseases, who were a menace to the safety of the armed forces of the United States. The settled policy previously adopted of not giving assistance for such purposes was necessarily abandoned, as it now appeared that this measure was one of the few which would comply with the wording of the law.

Between December, 1918, and June, 1919, inclusive, the board, acting for the Secretary of War and the Secretary of the Navy, gave assistance in the following-named amounts for the maintenance of venereally diseased patients:

Alabama State Training School for Girls, Birmingham, Ala	\$1,004.21
Chattanooga Detention House and Hospital, Chattanooga, Tenn	5,237.64
Dorcas Home, Houston, Tex	1,656.95
Jefferson County, Ky., Louisville, Ky	11,247.50
Fairmount Hospital, Kalamazoo, Mich	3,921.42
Girls' Detention Ward, St. Louis, Mo	2,387.79
Detention Home and Hospital, Lawton, Okla	3,326.93
Pine Bluff School, Louisville, Ky	276.17
Industrial School for Colored Girls, Columbia, S. C	926.19

Mission Valley Isolation Hospital, San Diego, Calif.....	\$5,691.01
State Home and Industrial School for Girls and Women, Samarcan, N. C.....	9,486.64
Detention Home and Hospital (Carolyn House), Spartanburg, S. C.....	1,403.78
Kansas State Industrial Farm for Women, Topeka, Kans.....	11,631.23
Ward L, San Francisco Hospital, San Francisco, Calif.....	3,812.16
Lake County General Hospital, Waukegan, Ill.....	205.95
Akron Welfare Home for Women, Akron, Ohio.....	1,154.36
Girls' Training School, Gainesville, Tex.....	3,000.00
Total.....	66,360.98

Reports from the institutions listed above indicated that the average number of venereally infected persons cared for in those institutions for one month is 2,186. The actual number of days' treatment given by all of the institutions is 64,462. This figure is arrived at by multiplying the number of venereal disease patients by the number of days of treatment each received. From the figures thus secured it is interesting to learn that the cost to the Federal Government for making possible these 64,462 days' treatments and removing from the communities a monthly average of 2,186 sources of danger to the armed forces of the United States amounted to \$1.03 per person per day. (See Appendix X for application form for appropriation for aid in maintenance of venereal-disease patients.)

PROGRAM OF PROTECTIVE SOCIAL MEASURES—SERVICE OF WOMEN AGENTS.

In September, 1917, the commission on training-camp activities extended its functions to include work with young women and girls in the vicinities of training camps or in cities frequented by large numbers of soldiers and sailors. A committee on protective work for girls was formed with the purpose originally of throwing such safeguards around young girls as would prevent later delinquency. After several months of purely protective work it was found that the women and girls who were already sex offenders presented a serious problem in the camp cities. On May 1, 1918, the policy and name were changed and the committee was reorganized as the section on women and girls of the law-enforcement division of the commission, to concentrate thereafter on work with delinquent women and girls.

At the time this organization was effected 60 protective officers had been appointed. In some cases the city set aside an appropriation to start the work; in others, the money was raised by the local committee on protective work. The war-camp community service and the State councils of defense also helped to support the work in some instances. (See Appendix VIII.)

Under the new organization the work was rapidly extended. The policies of the director of the section were executed in the field through district supervisors working through local workers called fixed post representatives, stationed where the presence of camps or training areas created a need.

In further conformity with the plan outlined before the Senate committee in June, 1918, the Interdepartmental Social Hygiene Board was authorized, toward the end of the year, to take over a portion of the field service of the law enforcement division of the commission on training camp activities. The transfer was effected in De-

cember, the field staff transferred consisting of 9 district supervisors and 49 fixed post representatives. Having no central administrative resource, the board could not take over at this time the administration of this field service.

On April 1, 1919, however, the administrative staff of the section on women and girls was detailed to the Interdepartmental Social Hygiene Board, and the direction of the women on the field staff was carried on for the executive secretary of the board by the executive assistant in charge of the women's work.

On May 15 there were 8 district supervisors and 106 special agents. This had been reduced by July 1 to 8 supervisors and 55 special agents. These agents were stationed in the following cities:

Allentown, Pa.	Little Rock, Ark.
American Lake, Wash.	Louisville, Ky.
Atlanta, Ga.	Manhattan, Kans.
Augusta, Ga.	Mobile, Ala.
Baltimore, Md.	Mount Holly, N. J.
Battle Creek, Mich.	New Brunswick, N. J.
Boston, Mass.	Newport News, Va.
Brooklyn, N. Y.	Norfolk, Va.
Chattanooga, Tenn.	Patchogue, Long Island.
Chicago, Ill.	Philadelphia, Pa.
Chillicothe, Ohio.	Pittsburgh, Pa.
Columbus, Ohio.	Portsmouth, Va.
Des Moines, Iowa.	Rockford, Ill.
East St. Louis, Ill.	San Antonio, Tex.
El Paso, Tex.	San Francisco, Calif.
Englewood, N. J.	Seattle, Wash.
Hattiesburg, Miss.	Spartanburg, S. C.
Hempstead, Long Island.	St. Louis, Mo.
Junction City, Kans.	Trenton, N. J.
Jersey City, N. J.	Waukegan, Ill.
Lawton, Okla.	Wilmington, Del.

In the following cities local workers paid by private individuals or organizations, or by city or county funds, were working also under the direction of this section:

Alexandria, La.	Lowell, Mass.
Birmingham, Ala.	Lynn, Mass.
Bremerton, Wash.	Memphis, Tenn.
Cambridge, Mass.	Newburgh, N. Y.
Chester, Pa.	New Orleans, La.
Cincinnati, Ohio.	New York City.
Cleveland, Ohio.	Petersburg, Va.
Dayton, Ohio.	Portland, Oreg.
Detroit, Mich.	Princeton, N. J.
Erie, Pa.	Puget Sound, Wash.
Fort Worth, Tex.	San Diego, Calif.
Greenville, S. C.	Tacoma, Wash.
Highlands, N. J.	Vancouver, Wash.
Houston, Tex.	

The primary purpose of this work is the protection of soldiers and sailors through the control of vice and venereal disease, both by personal work with individual cases and by direct attack on specific conditions in communities where this work is carried on.

Individual case work has been in a sense the laboratory work of the social hygiene campaign. Approximately 30,000 women and girls have been helped in various ways by our own field staff, although intensive work was done on only 7,600 cases of delinquency. Many of these girls have been arrested. The representatives of the board

investigated these cases and were able to give the judge in each case information so that he could base his decisions on the particular needs of each. The keynote of this individual work has been to show the girl a way out of the life she has been leading. In some cases she was returned to her family; in others a congenial occupation was found for her, or it was made possible for her to get additional education or a special kind of training.

All delinquent girls have been given a physical examination when possible; if infected with venereal disease they have been taken to United States Public Health Service or other available clinics or hospitals for treatment. In some cases it has been necessary to recommend that the girls be committed to an institution, and at such times every effort has been made to see that they are sent to real reformatories where there is provision for education and training and where they will be kept long enough to effect a change in their lives.

The fact that the cases dealt with represent delinquent women and girls from every part of the country has enabled the board to prepare the first national study of delinquency. On page 75 will be found Appendix IX, a study of 6,000 of these case records of delinquent women and girls. This study shows that in general the girls have come from poor homes and have had limited opportunities. They are poorly educated and started to work early at unskilled labor. Such a study shows community needs. It has been found in certain localities that as many as 25.4 per cent of the delinquent group never attended school and 33.2 per cent left before the age of 14. Such a condition shows the need of added legislation and better law enforcement. Without this combination of individual study, and through it recognition of community needs, no worker can hope to accomplish the full readjustment of the misfit delinquent and thus shut off one large source of venereal disease.

It is impossible to show with statistics the effect that the field staff has had on the moral tone of the places where they have been stationed. They have sought to develop community responsibility through local committees. These committees have been shown by local cases the need for adequate facilities for the care of delinquents and the physically and mentally unfit, and have been made to realize that it is easy to make delinquents of girls who live in dark, dirty homes and work at tasks which are uninteresting and poorly paid.

In the work with individual cases the board's special agents have found certain instances where public officials, judges, police, and health authorities have used improper and inadequate methods. Details of such cases have been given to the male representatives of the board, who have brought them to the attention of the responsible officials. Where no improvement was shown, the influence of the local committee was often brought to bear with good results.

The board's workers have made every effort to see that suitable institutions, reformatories, detention homes, hospitals, and institutions for the feeble-minded were provided and that the women of the community were acquainted with the conditions in all institutions for women and girls. They assisted in maintaining wholesome standards in dance halls, moving pictures, and burlesque theaters, parks, and similar places of amusement. In many places dance-hall managers have been persuaded to engage satisfactory chaperons. Better lighting and policing of parks has also been secured.

This first-hand information which has been spread through the committees can not fail to do much toward lessening the venereal disease rate by securing the social legislation necessary in suppressing commercialized vice and the exploitation of children in industry, and in promoting proper public recreation and vocational education.

While the result of this work may seem intangible, it has been sufficiently concrete and resultful in the local communities to inspire confidence and to secure local financial support aggregating over \$500,000 from May 1, 1918, to May 1, 1919. Appendix VIII gives a detailed report of the local financial support given venereal disease work as a direct result of the activities of agents of the board during this period.

A few examples of the information secured in the individual case records of delinquent women and girls have been selected at random as illustrating the types of service rendered by agents of the board in the 6,000 cases summarized in Appendix IX, as follows:

ILLUSTRATIVE CASE RECORDS.

A 16-year-old feeble-minded girl found at a beach in company with a diseased prostitute, who had secured a sailor for her. Taken from prostitute and sent home. A few days later again seen there picking up sailors; warned and sent home. Appeared a third time on "horses" with five sailors. Taken home by special agent at 12.30 a. m. Mother asleep, unconcerned, apparently herself defective. Found girl was known to Council of Jewish Women. Psychopathic hospital found her 6 years old mentally and a case to be committed to school for feeble-minded. Council had tried to have her committed but failed, as no room in two feeble-minded institutions of the State; inmates sleeping in corridors because of overcrowding. Special agent stated that as representative of War Department she must see that proper disposition was made of such case. Recommended that buildings not in use by State penal institutions be used at least temporarily for feeble-minded women and girls. As a result of this recommendation made to district director, law enforcement division, commission on training camp activities, the governor of State issued a proclamation which made it possible to commit to the reformatory for women defective delinquents.

Young girl reported to special agent by people in whose house she was rooming. From New York State, alone, stranded, and ill, had come here to marry a soldier, but he had put it off. Now had left for France and she was stranded. Admitted immoral relations with him, but said she had never been with anyone else. Examination showed gonorrhea and probably pregnancy. Finally consented to let special agent communicate with parents, who wired money for her return. She was returned home and parents fully advised of her condition and the necessity for medical attention.

Susie Y.: Was born in the country, of poor and illiterate but respectable people.

At the age of 13, much against the wishes of her parents, she married a widower many years her senior, only to have him desert her a short time after. Her parents were obdurate and refused to allow

her to return home. Then it was her life of prostitution began, because, as she said, "Nobody cared for her and she wanted some pleasure."

At the age of 20 she was arrested in a small city for disorderly conduct and sent to jail. After remaining there for one month through the efforts of the Travelers' Aid she was transferred to the Salvation Army Home, from which she escaped after three months, leaving the city in the company of a man. Two years later she was arrested again in a camp city with a soldier, and brought to the attention of the agent of the Interdepartmental Social Hygiene Board. According to a psychological test her mental age was 6½ years. Her physical examination showed her to be suffering from both syphilis and gonorrhea, and she was sent to the Detention Home for treatment. For several months she was confined to her bed with gonorrheal rheumatism, which left her with a stiff knee, necessitating her going about on crutches. While still in this condition she escaped from the home five different times, each time having sexual intercourse with various men.

She had probably infected over 50 men with venereal disease. One soldier who was interviewed stated that "as many as 25 men had stayed out in the woods with her for nearly a week."

Realizing that nothing could be accomplished by punishment and that social adjustment outside of an institution with a girl of her mentality was impossible, our worker at last succeeded in having Susie admitted to an institution for permanent care. Here she will be protected from herself and no longer be a menace to soldiers.

Laura B.: Nineteen; arrested on charge of disorderly conduct. Given 30 days in county jail. Special agent found that her mother had died when Laura was a baby. Brought up by stepmother. Went to school irregularly. Can not read or write. Went to work in cotton mill at age of 12. Had her first sex experience at that age, and has been living immorally since then, including 10 months in a house of prostitution. Said she had been with many soldiers since mobilization. United States Public Health Service examination showed that she had venereal disease. Secured her examination by the city alienist, who reported that she was an imbecile. Special agent took commitment papers to probate judge, who made arrangements to transfer her to the State insane asylum until the completion of the institution for the feeble-minded.

Susie J.: Eighteen, arrested on December 14, 1918, in a room with a soldier. Sentenced to 60 days. She left her husband because he ill-treated her, and became a prostitute. Came to this camp town and said she had had intercourse chiefly with soldiers. Has venereal disease. Secured her removal to house of detention under auspices of our local committee, where she was given medical treatment and her teeth put in order. On March 1, worker reports "Susie is still at Carolyn House, very much diseased. It will be a long time before she can be cured. She suffers a great deal of pain, but is gentle and uncomplaining, and seems happy and contented here." She was still there on May 15.

Goldie C.: Fifteen, reported as a source of venereal infection. Admitted to special agent that she had been immoral for two years.

Absolutely disobedient at home. Frequently runs away. Said she had been away from home three weeks sleeping with different men. Sent her to the A—— Hospital for treatment and asked probation officer to take charge of her when she is discharged.

Gertrude C.: Seventeen, reported as being immoral, going to Camp Meade to meet soldiers. She acknowledged having sex relations with three men. Does not seem to be a bad girl. Home conditions are very unwholesome and at present time she has heart trouble, "due to malnutrition." Her mother is very quarrelsome. On our recommendation, committed to the M—— School for Girls until she is 21, where she will receive medical treatment and vocational training.

What happens to the men involved in these cases? While case workers of the board are not organized for dealing with delinquent men in the same sense as they are for special work with women and girls—the following samples from reports indicating what happens to the man in the case may be of interest:

George P.: Sailor, arrested in room with girl. Plead guilty to charge of immorality. Was fined and turned over to naval authorities.

Four colored persons (two men and two women) arrested for disorderly conduct, were held for physical examination. All were found to have gonorrhea. The women were sent to the detention house and the men to the city jail for treatment.

Sam W., who had taken a girl to a hotel where they registered as man and wife, was arrested on charge of unlawful cohabitation. Fined \$25 and costs and held for physical examination. Girl given \$10 fine and physical examination.

John A.: Sailor, 19, appeared at venereal disease clinic with Marie, an old and well-known prostitute, who had been under treatment for some time. She acknowledged she had picked him up on the way. Field agent talked with him; learned he had recently been discharged from the Navy; had squandered all his pay; and was waiting around for sufficient funds to go home. Various prostitutes with whom he had been staying supplied him with money to meet expenses. Letter from his mother showed that she was anxiously awaiting his home-coming. Through a welfare organization, field agent obtained money for his transportation and sent him home. Letter received told of his safe arrival.

Robert H.: Applied for assistance. Met girl in chop suey place in nearby city; brought her to B—— "to save her from the life;" but tired of her on account of bad temper; "would like to quit." Telegram to girl's father from field agent brought him to the city and arrangements were made for her to accompany him home.

Department of Justice found Robert H. had not violated the Mann Act, but he was sentenced by local court to six months in the penitentiary on charge of "open lewdness." On investigation, field agent found he had spent one year in hospital for the insane in an adjoining State and had been released on parole. Diagnosis: Dementia

præcox. Sister asked that man be released in her custody, to be returned to the hospital; willing to pay expenses involved in transfer. Day before man was to leave tradesmen appeared with checks man had issued and insisted on prosecution. On field agent's promise to collect money for checks original plans were carried out. Letter from sister inclosed money to cover checks. Hospital reports man will probably spend rest of life there; physical condition worse than when paroled.

John H.: Soldier arrested on charge of "unlawful cohabitation." Admitted he had been living with girl to whom he was not married. Fined \$25 and costs and turned over to military authorities.

Robert A.: Wealthy and well-known resident of O——. Lives alone in respectable part of city. Young girl told field agent that he took her to his home to live, persuaded her to have sexual intercourse with him, then demanded she have relations with soldiers and others. Had girls come to his house to meet men; supplied them with liquor. Address given as place of infection by soldiers. Information turned over to Federal authorities; man heard of it and left State. Was recently returned by Government officers to face charges of bootlegging and white slavery.

ILLUSTRATIVE REPORTS FROM THE FIELD.

There also have been selected, as follows, extracts at random from reports of supervising special agents, which indicate the varied activities of the field staff (see Appendix XIII for monthly report form):

On Tuesday addressed a group of women. They are enthusiastic and will begin work at once. Dr. ———, city health officer, is pleased with the interest of the women in this work. X——'s program is in fine operation. They have provided (1) clinic, (2) prophylactic station, (3) woman to work under direction of this section.

X—— has appointed a juvenile probation officer. She is the first officer to be appointed in the State. Aside from the mayor's attitude there is a fine spirit of cooperation.

Conference with superintendent of police relative to the permanency of the work of this section. He has come to recognize its importance and is in favor of a woman's division of the police department.

Our representative has been given city police power. She has been given an office and office equipment in the Federal building, and the city has also provided street car transportation and the use of an automobile.

The Woman's ——— Club is ——— most powerful ———. Through some newspaper articles antagonistic to the State law for the control of venereal disease, this club was about to come out publicly against the bill. The articles had led them to believe it was encouraging a "double standard of morals." The newspaper had not correctly quoted the bill and had stated that only women were to be isolated and treated. The supervisor addressed a group of

prominent women on the importance of putting their strength behind the State health law, and also the law for the establishment of an institution for the feeble-minded. At the close of the meeting, both measures were indorsed by the ——— Club and the C——— (another organization). The supervisor had a conference with the managing editor of the Y——— and the editor of the Z———. They promised the support of their papers for these bills.

The local committee has sent our representative to the legislature to work for the State health law, the reformatory law, and the adult probation law, paying all expenses.

Conference with Gen. X———. Report had come to our local representative that an average of 10 to 15 prostitutes a night were spending the night in deserted buildings on the camp reservation. The general issued orders that no women be allowed on the grounds at night.

Our local representative is a volunteer. She is the wife of a prominent lumberman, and is president of the Travelers' Aid. She devotes from three to four days a week to the work of this section, assisting military and city police, using her own car, going out as early as half after 5 in the morning and at any hour of the night she is called.

An order has been issued by the camp adjutant that all women who work in shops or places of business adjacent to the camp and in camp laundries must secure permission from the Girls' Protective Bureau.

The special agent and I spent Saturday at naval station having conferences with the new commandant and the provost marshal. We are receiving sympathetic and intelligent cooperation from the present officers. They not only promise their help in carrying out any suggestions we wish to make, but they are referring work to our X——— office daily. Admiral —— promised definitely to close or patrol the Government pier, where there has been so much trouble in X———; to place naval guards in X——— with headquarters at the police station; and to notify X——— hotels that if they continue to allow sailors to register there with girls who were not their wives he would forbid sailors staying at X——— hotels.

Visited the county jail. There are 17 girls in jail. None of them had been examined for venereal disease. The matter was talked over with the matron and sheriff, both of whom promised the matter would be taken up.

Visited dance halls and moving-picture houses. Girls in dance halls typical prostitutes; many known to our special agent. Soldiers were in attendance. X——— dance-hall women paid 2½ cents a dance. Girls smoking cigarettes, hall in filthy condition, cigarette and cigar stumps littered the floor. The toilets were leaking and had not been flushed for some time. Referred this to the health officer. Also notified military police, and the provost marshal himself came down to see conditions.

The chairman of the Girls' Protective Committee of the State Federation of Women's Clubs and the general secretary of the Associated Charities met with me on Friday to confer about a pro-

gram for girls in A——. Mrs. X——, executive assistant for Woman's Work of the United States Employment Service, and Miss Y——, of the State branch of the United States Employment Service, called at the office on Saturday, relative to our joint handling of the reemployment problem in connection with women who are being discharged from the camps that are being abandoned throughout this district.

Spent the day in X—— talking over plans for educational work with Mrs. Y——, State board of health. The State board of health is purchasing "The End of the Road," and much educational work will be done with women's clubs.

A committee of the —— Club, of X——, is being formed for the purpose of initiating a movement to obtain a social-service worker in X——, part of whose duties will be to work with delinquent girls and do social hygiene work.

Our special agent spends much time in court, and if she is not present when a woman's case is called the judge demands that she be sent for, so that she feels she is becoming a necessity to the court. She works well with the police department. If no other arrangements can be made, I believe her salary will be taken over by the State board of charities.

During the month we have made 549 visits and investigations in the course of case work.

Completed study of the morals court, based on four weeks of observation.

Secured the consent of the commissioner of health that a representative of the department of health work with our representative in tracing women reported by the sailors at naval station as sources of disease.

Permission from acting chief of police to interview girls and women involved with men in uniform and held in the three municipal houses of detention.

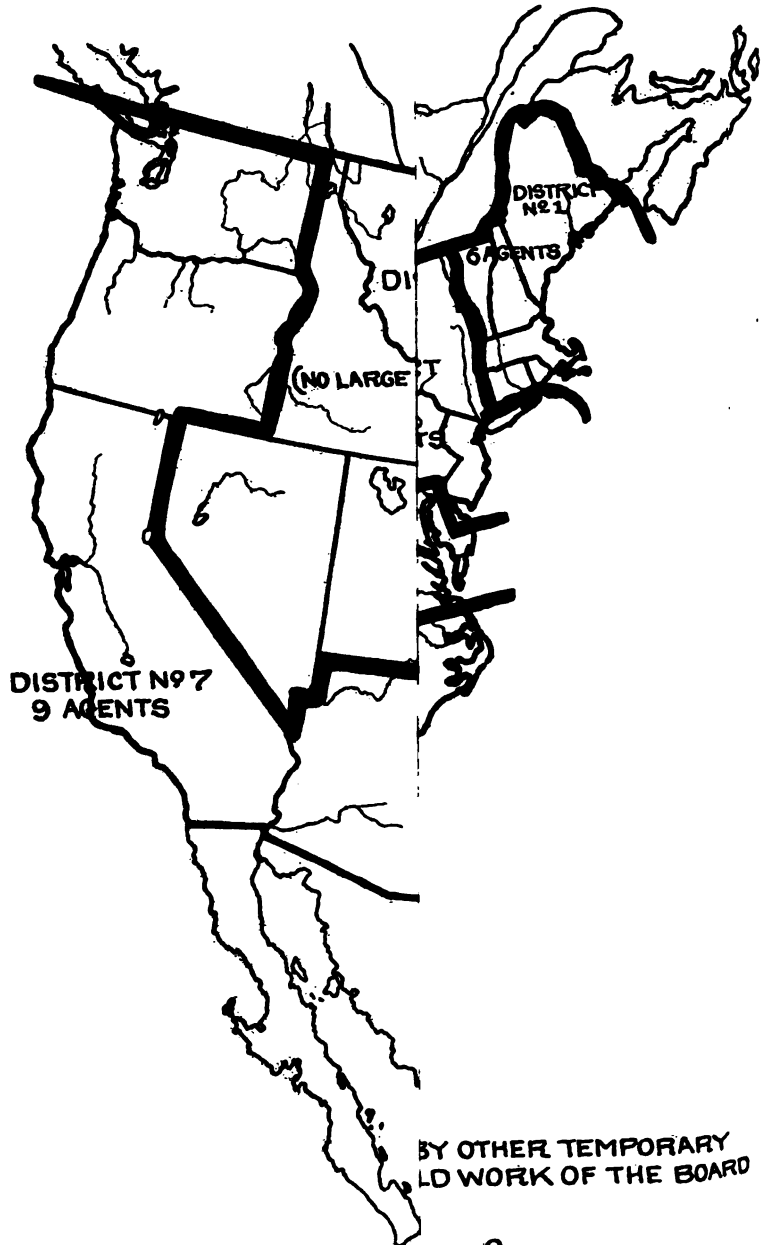
The stations along the interurban railway were without lights. I took this matter up with the company and lights are now in all the stations.

As we were getting a number of bad reports of children who were out of school, my committee took the matter up with the board of education and a probation officer was appointed. The arrangements were not ideal by any means, as they appointed a motor-cycle policeman, but he is a straight, clean young man, and seems to want to make a record for himself. He is getting the children back in school. Those who do not go back are turned over to me by the juvenile judge.

The camp laundry, at our request, is not hiring any girls under 18 years of age.

Have been at the women's court practically every morning this month. Judge —— has been holding all arrested on vagrancy charges for physical examination and, on the whole, has been more willing to cooperate in the program of law enforcement.

MAP SHOWING UNITED STATES



BY OTHER TEMPORARY
TO WORK OF THE BOARD

FIELD FORCE	—	2
ARMY OFFICERS	—	11
WOMEN AGENTS	—	

Visited 15 homes for delinquent girls; one only is willing to take girls with venereal disease. Out of 827 beds, 335 were empty at the time visit was made. Two institutions for girls, the X—— and the Y—— Home, have offered to change their policies if the Government wishes to use their facilities for girls with venereal disease. Eleven agencies will send to our office copies of all cases of girls involved with sailors or soldiers.

Judge ——, of the municipal court, will send all their soldier and sailor records to us. District Attorney —— has agreed to have a worker in court.

We have secured permission to place a patrol worker in the —— terminal. She has found a great deal of work to be done with the girls who frequent the station.

Interviewed druggists, asking that they refer to our office all girls asking for remedies for venereal diseases, in order that we might be able to help them to secure treatment. All very willing to cooperate.

Arranged for a talk on social hygiene before a club of industrial girls at the Y. W. C. A.

The chief of the metropolitan police department has extended to workers in this section the most generous and cordial cooperation. His entire force has been at our disposal. We have been able to use his automobile for taking girls to their homes in near-by towns; we have constantly used his telephone; and have had from him other privileges which have been a great help. The State board of health has been helpful. The —— General Hospital is to open up a night clinic.

The —— Homeopathic Hospital is to appoint a follow-up worker for venereal disease.

Have made canvass of the seven police courts of the city during the month to ascertain what was being done about examination of persons brought into these courts who, consistent with our State regulations, might reasonably be suspected of being venereally diseased and as a consequence examined. Found that only very few cases were held for examination. Learned at the Government clinic that from December 1 to February 28, 10 women and 3 men were sent to the clinic from the police stations. Worker has now arranged with the attorney of a local organization to go into court when he learns that prostitutes have been arrested.

PROGRAM OF PROTECTIVE SOCIAL MEASURES (SERVICE OF MEN AGENTS).

On April 1, 1919, the board took over practically all of the field personnel of what had been known up until that date as the section on vice and liquor control of the War Department's Commission on Training Camp Activities, together with a limited number of persons to constitute a headquarters staff. The field personnel, composed almost entirely of Army officers who requested their discharge from the service in order to accept appointment with the board, totaled 50, including 13 persons (9 men and 4 women) whose activities were limited to the securing of accurate information as to the existence of conditions that were a menace to soldiers and sailors through the

possibility of spread of venereal disease. The headquarters staff consisted of one executive, and, in addition, a limited stenographic staff provided by the War Department Commission on Training Camp Activities.

This staff was gradually reduced coincident with the demobilization of the Army and Navy until on June 30 the field staff consisted of 32 persons, including 11 whose duties were limited to the securing of accurate information. The following list indicates the location of these agents on June 30 and the territory covered:

Location of Agents.

Location.	Number.	Territory.
Augusta, Ga.....	1	Georgia.
Baltimore, Md.....	2	Maryland, Virginia, Pennsylvania, Delaware, District of Columbia.
Battle Creek, Mich.....	1	Michigan.
Boston, Mass.....	2	Massachusetts, New Hampshire, Vermont, New York, Rhode Island, Connecticut, Maine.
Chicago, Ill.....	2	Wisconsin, Illinois, Indiana, Ohio, Michigan.
Denver, Colo.....	1	Colorado, Wyoming, Utah, Montana.
Detroit, Mich.....	1	Michigan, Ohio.
Kansas City, Mo.....	1	Kansas, Missouri.
Lancaster, Pa.....	1	Delaware, Pennsylvania.
Little Rock, Ark.....	1	Arkansas.
Louisville, Ky.....	1	Indiana, Ohio, Kentucky, Illinois, Missouri.
Minneapolis, Minn.....	1	Minnesota.
Newark, N. J.....	1	New Jersey, New York, Pennsylvania.
New London, Conn.....	1	Connecticut.
New Orleans, La.....	2	Alabama, Arkansas, Florida, Georgia, Illinois, Indiana, Iowa, Kentucky, Louisiana, Michigan, Minnesota, North Carolina, Ohio, Missouri, South Carolina, Virginia, District of Columbia, Wisconsin, Mississippi, Tennessee.
Newport News, Va.....	2	Virginia.
New York City.....	4	New York, Connecticut, Delaware, District of Columbia, Kentucky, Indiana, Michigan, New Jersey, Pennsylvania, Maryland, Ohio, Virginia, West Virginia, Wisconsin, Illinois.
Petersburg, Va.....	1	Virginia.
Portsmouth, N. H.....	1	Maine, Massachusetts, New Hampshire.
San Antonio, Tex.....	2	Arizona, Arkansas, Louisiana, New Mexico, Oklahoma, Texas.
San Francisco, Calif.....	1	California.
Washington, D. C.....	1	West Virginia, Pennsylvania, Maryland.
Worcester, Mass.....	1	Connecticut, Massachusetts, Rhode Island.

These agents, together with the larger group of women previously taken over by the board, and several persons formerly composing the section on reformatories and detention homes of the War Department's Commission on Training Camp Activities, were then combined into a single organization known as the field service, of the United States Interdepartmental Social Hygiene Board.

The members of this service were stationed at important military and naval posts throughout the country; the women representatives largely on fixed posts or spending a major portion of their time at one place; the men, for the most part, moving from place to place and having duties in relation to several military and naval places, although at stations of decided importance both male and female agents were assigned to continuous duty.

These agents, functioning under the provisions of section 2, of Chapter XV, of the Chamberlain-Kahn Act, concerned themselves with activities in accordance with a program which was announced for the field service of the board, men and women, as follows:

I. General objective.—Because of the provisions of section 2, Chapter XV, the field service of the United States Interdepartmental Social Hygiene Board may very properly continue all of the activities that have been developed under the law enforcement division of the commission on training-camp activities that are concerned with "assisting the various States in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases."

The field agent should inform himself concerning:

(1) Places of amusement, recreation, loitering, loafing, dance halls, parks, movies, theaters, streets, hotel lobbies, military and naval camp neighborhoods in which carriers of venereal disease are likely to be found.

(2) Hotels, houses of ill repute, and other places in which venereal-disease carriers may transmit disease.

(3) Courts, judges, police, special civic committees, boards of health (city, county, and State), agents of United States Public Health Service, morale officers, and camp committees that are known to be concerned with the care of venereal-disease carriers.

(4) Detention houses, clinics, hospitals, jails, reformatories, homes, farms, and reform schools in which venereal-disease carriers may be placed for treatment, restraint, cure, and rehabilitation.

(5) Laws and ordinances that are applicable.

(6) Associations, societies, clubs, chambers of commerce, boards of trade, women's clubs, labor unions, parent-teachers' associations, merchant associations, and other similar organizations that are or ought to be concerned with the protection of the military and naval forces against the carriers of venereal disease.

II. Assistance in connection with the detention of disease carriers.—(a) General: (1) Inform local agencies concerning existing community conditions. Involves a relationship with agencies and sometimes involves the organization of new agencies; (2) inform these agencies concerning practical laws and need for new laws that may be invoked for control of these conditions; (3) coordinate existing agencies; (4) establish permanency of local agencies.

(b) Special: (1) Identify carriers (men and women) in dance halls, parks, etc.; (2) get into contact with individual agents of the law or other authorized local social service and assist in detection and identification for detention; (3) assist in securing examination for diagnosis, not only with reference to disease but also for delinquency and for the possibility of restoration or rehabilitation; (4) inform the individual woman or girl, boy or man.

III. Assistance in connection with isolation, quarantine, and commitment.—(a) General: (1) Inform local agencies concerning available institutions for these purposes. Emphasize importance of detention hospitals, clinics, hospitals and suitable jails and reformatories; need for age discrimination; color discrimination; degree of delinquency; sex. (2) Work for the permanency of wise institutional care.

(b) Special: (1) Investigate individual institutions and assist in securing better care, repair, restoration, and enlargement; and treatment and employment of inmates; their hygienic information and advice and a wisely ordered day's program. (2) Help in standardizing for the better care of venereal cases in these institutions.

IV. Assistance through the organization of local agencies, or through their reorganization in an attempt to conserve and perpetuate what has already been done, and to provide for local self-support and independence when the Government withdraws. Type of organization to be effected: Locally a law enforcement committee made up of influential citizens without reference to political or religious views. Committee must be adequately financed locally. Representatives should consult Washington office before initiating such organization.

V. Assistance through cooperation and coordination.—(1) The individual members of the field service of the board must be mutually cooperative. Team work in the next three months is absolutely essential for success. (2) It is the greatest importance to make friends and establish confidence with the various agencies in the field, in boards of health, United States Public Health Service, clinic officials, hospital officials, police, judges, prominent civilians, etc. (3) Bring these agencies into a cooperative relationship with each other.

VI. *Develop local leaders.*—(1) Provide understudies so that some one competent to do so will carry on your work when you are through. (2) Habituate local leaders in the exercise of these functions. (3) Develop new leaders—safe, informed, and in good standing. (4) Provide for financial support.

VII. *Organization of field service.*—(1) Until further order the local field organization will continue without change for although the three sections of the law enforcement division C. T. C. A. are merged in the single field service of the Interdepartmental Board, the present director of reformatories and houses of detention, the assistant director of the section on women and girls, and a supervisor of the section on vice and liquor control will be retained by the executive secretary as experts in their respective departments. (2) Each field supervisor, man or woman, will be responsible directly to the executive secretary. (3) Field agents will continue present standard form of reports, omitting sections on liquor. Case reports from women agents will continue. All field agents will send reports directly to the Washington office; women will continue as at present to send copies of reports to their district supervisor.

Systematic reports were required of field agents on a form as contained in Appendix XIV. During the period from April 1 to June 30, 241 reports were made by special agents on their activity in carrying out the board's program. A summary of these reports is presented herewith:

Special agents' report.

Number of States in which investigations were made.....	30
Number of cities in which investigations were made.....	81
Total number of reports.....	241
Number of reports in each month:	
April.....	60
May.....	80
June.....	95
Total number of persons making reports.....	30
Total number of reports indicating conditions:	
Good.....	119
Fair.....	101
Bad.....	21
<hr/>	
Total number of places in which conditions changed from—	
Good to fair.....	1
Good to bad.....	0
Fair to good.....	2
Fair to bad.....	1
Bad to good.....	1
Bad to fair.....	3
Good to fair to good.....	4
Good to fair to good to fair.....	1
Fair to good to fair to good.....	3
Fair to good to fair to good to fair.....	1
Bad to fair to good.....	1
<hr/>	
	18
<hr/>	
Total number of places in which conditions did not change:	
Remained good.....	9
Remained fair.....	8
Remained bad.....	3
<hr/>	
	20
<hr/>	
Total number of places for which only one report was received:	
Good.....	22
Fair.....	18
Bad.....	3
<hr/>	
	43

The words "good," "fair," "bad," relate to conditions in the various cities reported on. A city is reported "bad" when prostitution is easily accessible to soldiers, where the officials are uncooperative and where the machinery for protecting soldiers and sailors from venereal disease is either inadequate or inefficient. The term "fair" is used where prostitution is available to a limited extent, where the city officials are half-heartedly functioning under pressure or because of a limited conviction and where either the machinery for protecting soldiers and sailors from venereal disease is only fairly satisfactory in its equipment and operation. Conditions are marked "good" on any places where it is difficult for soldiers or sailors to find prostitutes, where the officials are awake and active and where the cooperation between officials is good and the equipment both in good repair and functioning reasonably well.

In addition to the staff of special agents, a staff of 13 persons (9 men and 4 women) known as "under-cover investigators," was available during the year commencing July 1, 1918, for special work. These investigators were assigned to the duty of securing accurate information as to the violation of laws against prostitution; the presence of, together with detailed information concerning prostitutes, both male and female; and in general to furnish the central office and the field agent with accurate information on which a judgment might be reached as to the effectiveness of the program for the protection of soldiers and sailors from venereal disease. It is evident that, if the whole program functions vigorously, it will be consequently difficult for an under-cover investigator to find prostitutes. Probably no better index can be found of the effective functioning of a law enforcement program than the information presented to the under-cover investigator by members of the prostitute class.

During the three months' period covered by this report, 116 reports were made by these investigators in 85 different cities and 25 States. Conditions were reported "excellent" in one city, "good" in 33, "fair" in 27, "bad" in 50, and "very bad" in 5.

On many cities only one report was made during this period. In cities on which more than one report was received a comparison of conditions was possible. This comparison shows that in no city did conditions become worse and in a number of cities they became better. The under-cover agents' reports indicate that up to June 30, 1919, in spite of unsettled conditions incident to demobilization and the general unsettled state of affairs following the signing of the armistice and the turning over of the law enforcement program from the military Commission on Training Camp Activities to the civilian Interdepartmental Board, in only one city among those where it was possible to make a comparison was there evidence that the program for protecting soldiers and sailors from venereal disease was not at least maintaining this standard.

2. SCIENTIFIC RESEARCH FUND.

Another large activity of the Interdepartmental Board imposed by the act creating it is covered under the scientific research fund of \$100,000. This fund is to "be paid to such universities, colleges, or other suitable institutions as in the judgment of the Interdepart-

mental Social Hygiene Board are qualified for scientific research, for the purpose of discovering, in accordance with rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective medical measures in the prevention and treatment of venereal disease." In January, 1919, the board adopted the rules and regulations to cover appropriations from this fund as follows:

1. Appropriations from this fund will be made only to universities, colleges, or other suitable institutions that give satisfactory evidence of possessing a staff of scientific experts and an equipment of scientific apparatus, supplies, and resources that will guarantee that the researches undertaken will be carried out under approved scientific conditions and in conformity with scientific methods.

2. Appropriations for this fund for scientific research will be made only for definite investigations that are described by the proposers in sufficient detail to satisfy the Interdepartmental Social Hygiene Board that there is a justifiable expectation that these researches "will discover more effective medical measures in the prevention and treatment of venereal diseases."

3. The universities, colleges, or other institutions proposing researches and asking for appropriations will furnish information on the following subjects:

- (a) Name of institution requesting appropriation.
- (b) Name, office, and address of official representative of this institution.
- (c) Title concisely descriptive of research proposed.
- (d) Laboratory in which research is to be carried out.
- (e) List of more important scientific publications from this laboratory.
- (f) Name and concise statement of the scientific training of the laboratory chief or director or other individual responsible for the scientific policy of the laboratory.

(g) Laboratory staff, giving names, degrees, etc.

(h) Laboratory equipment and facilities, with a concise statement indicating scientific and working capacity of the laboratory, and cooperating laboratories, departments, and agencies.

(i) Description of research proposed; outline plan in sufficient detail to show clearly its scientific character and justify the expectation that it will discover "more effective medical measures in the prevention and treatment of venereal diseases." Include references to important scientific investigators, but may include salaries for technical assistants.

(j) Will this institution be able to carry on the research proposed if it receives no financial aid from the Interdepartmental Social Hygiene Board?

4. Universities, colleges, and other institutions asking for appropriations will furnish the board with a budget made out on forms supplied by the board and will make an accounting of their disbursements in conformity with the rules of the Comptroller of the Treasury of the United States Government.

(See Appendix XI for application form for appropriation.)

Up to June 30, 1919, 14 institutions in all parts of the country had met the regulations and had received appropriations for 27 separate scientific investigations from the Interdepartmental Social Hygiene Board. The total of the appropriations from the scientific research fund for these 27 investigations amounted to \$97,670, the range of appropriations varying from \$1,550 to the Woman's Medical College of Pennsylvania for one investigation to \$19,050 to John Hopkins University for four investigations.

A glance at the institutions receiving this Federal aid will show that some of the finest scientific laboratories and equipment in the country were set to work on special phases of the venereal-disease problem as a result of the appropriations administered by the Interdepartmental Social Hygiene Board. By the same token some of the most expert, highly trained, and best-known scientific investigators of the country are bringing their experienced and trained efforts to bear upon the venereal-disease problem.

The investigations under way cover a wide range of subjects, each one of very great importance in the fight on venereal diseases. The

table following shows a general summary of the appropriations as of June 30, 1919, from this scientific research fund:

Data on scientific research fund.

Institution.	Number of institutions.	Amount of appropriation.	Number of researches.	Persons engaged.	
				Scientific investigators, technical and chemical assistants. ¹	Clerks, stenographers, and dieners. ¹
Total.....	14	97,670	27	125	20
University of Michigan.....		6,000	1	10	1
Leland Stanford University.....		7,200	3	8	.....
Johns Hopkins University.....		19,050	4	18	7
Cornell University.....		7,440	1	2	1
University of Wisconsin.....		8,000	1	13	2
University of Nebraska.....		5,000	2	7	2
St. Louis University School of Medicine.....		3,000	1	3	1
Women's Medical College of Pennsylvania.....		1,550	1	5	.....
Washington University School of Medicine, Missouri.....		13,200	2	7	4
Jefferson Medical College.....		2,500	2	5	.....
Yale University.....		5,100	3	17	2
Union University Medical Department, Albany Medical College.....		4,380	2	10	.....
Harvard University.....		7,000	1	9	.....
University of Minnesota Medical School.....		8,250	3	11	.....

¹ Approximate number; also includes part-time assistants.

The first appropriation from this fund was made on March 28, 1918. It is, of course, hardly necessary to point out the fact that none of these researches was completed during the period covered by this resumé, but it is equally evident that these 27 scientific investigations now being carried out by a group of men and women containing some of the most competent scientific minds in America must inevitably achieve real progress in the better prevention and treatment of gonorrhea, syphilis, and chancroid. It is particularly gratifying that this remarkable series of scientific researches has been stimulated through and because of appropriations specifically set aside for these general purposes by Congress.

A concise statement regarding each investigation now under way follows:

DESCRIPTION OF SCIENTIFIC RESEARCHES CARRIED ON WITH THE ASSISTANCE OF INTERDEPARTMENTAL SOCIAL HYGIENE BOARD (UP TO JUNE 30, 1919).

Arranged in accordance with the sequence in which the appropriations were made by the board, each case includes: (1) Name of institution; (2) appropriation; (3) director and technical assistants; (4) laboratory; (5) brief description of research.

LELAND STANFORD JUNIOR UNIVERSITY MEDICAL SCHOOL, \$7,200.

Dr. R. L. Rigdon and Dr. A. S. Spalding, gynecological and genito-urinary laboratory of Leland Stanford University Medical School: Search for a more effective treatment in acute and chronic

gonorrhea. These investigators are devising ways and means of keeping very close supervision over their patients, investigating systematically new methods of treatment and checking the efficiency of this treatment by carefully controlled bacteriological examinations.

Dr. G. H. Mehrtens and Dr. Thomas Addis, neurological laboratory: Research on the permeability of the meninges to antisyphilitic drugs and are attempting to find methods of treatment that will increase this permeability. Their plans contemplate an induced permeability through the intraspinal injection of autoserum.

Dr. H. E. Alderson, clinic for skin diseases and syphilis: Search for more effective method of treating syphilis. He is checking up his method with frequent repetitions of the Wassermann test and is investigating the "Provocative Wassermann."

UNIVERSITY OF MICHIGAN COLLEGE OF MEDICINE, \$8,000.

Dr. A. S. Warthin, pathological laboratory: Three-year program to improve the method and shorten the time required for the staining of spirochaetes in tissues. The success of Dr. Warthin's research will provide an accurate diagnosis of latent syphilis now seldom recognized. These researches are being carried out in the pathological laboratory of the University of Michigan. With Dr. Warthin is associated a staff of nine investigators and assistants engaged in this research.

In the January, 1920, number of the American Journal of Syphilis there were published the first results of this research, describing a new method which makes possible an examination for treponema on cover-glasses and which has greatly shortened the period of time required for the demonstration of treponema in tissues.

JOHNS HOPKINS UNIVERSITY MEDICAL SCHOOL, 19,050.

Four groups of researches are being carried out in the clinical, pathological, bacteriological, and animal experimental laboratories of the Brady Urological Institute, Johns Hopkins University, under the direction of Dr. Hugh Young.

With Dr. Young, Dr. E. C. White and R. W. Hale, jr., are working on the development of new synthetic drugs for the treatment of gonorrhea and infections of the genito-urinary tract. The drugs in present use in the treatment of acute gonorrhea are, in the main, ineffective. There is great need of a more successful antiseptic. Clinical application of certain new drugs have given better results and a promising new field for experimentation has been opened. This investigation is for the purpose of synthesizing drugs which will possess qualities superior to those of the drugs in present use and test their comparative antiseptic values experimentally and clinically.

Under Dr. D. M. Davis, working with Dr. Young, a research is being conducted for the manufacture and investigation of a series of new organic compounds for the treatment of syphilis. Salvarsan is now admitted to have failed in producing radical cures of syphilis, and mercury is again being used to complete "cures." But great difficulties still exist in using mercury owing to the frequency of

toxic results, especially on the kidneys. Some of the recent work in the Brady Urological Laboratory points to the possibility of employing new mercurial compounds which will be tolerated in larger quantities than the old, paying special attention to use in the subarachnoid space.

Dr. E. O. Swartz, in this same laboratory, is connected with the preparation and investigation of a series of penetrating organic dyes for the treatment of chancroids. The treatment of chancroids depends largely upon an attack against the infection in its localized area in the tissues in which the specific bacilli of Ducrey are deeply buried. The drugs used at present are ineffective chiefly because of their lack of penetrability. By the use of organic dyes, to which antiseptic groups have been chemically bound, Dr. Young and Dr. Swartz are securing nonirritating drugs of low toxicity and deep penetration and of much greater sterilizing value than others now in use, thus effecting much more rapid cures.

Dr. Swartz has also improved the media and methods so as to be able to produce remarkably luxuriant cultures of gonococcus. This was a prerequisite for the study of germicidal action of drugs on the gonococcus in vitro. The germicidal properties of the drugs commonly used for venereal prophylaxis, as well as the action of the new compounds produced in this laboratory, are being studied on the gonococcus. Efforts are being made to secure a simple effective gonocide to be used in the early treatment of venereal infections.

The study of antiseptics for venereal diseases is made much more difficult by the fact that experimental infections can not, up to the present, be made. An exhaustive series of experiments in an effort to develop a method of experimental animal infection with the gonococcus is being carried out. This is considered to be an absolutely fundamental point in the laboratory study of gonorrhea which, if successful, will be of the utmost importance to all the other work on gonorrhea.

Finally, in this same laboratory, efforts are being made to develop a similar technique and more effective and less expensive drugs for the prevention of venereal diseases. The venereal prophylaxis in present use in the Army depends upon drugs and apparatus available only in especially equipped stations and tedious in administration. The purpose of this investigation is to procure a preventive for the Army more easily applicable and less expensive. The relatively little progress in the perfection of venereal prophylaxis made since the discoveries of Metschnikoff and Roux in 1905 especially justifies an investigation concerned with the production of simpler and more effective methods.

UNIVERSITY OF WISCONSIN, \$8,000.

Dr. A. S. Loevenhart, director of the department of pharmacology and toxicology, pharmacological laboratory: Search for various compounds of arsenic and mercury which might show a predilection for the central nervous system either in consequence of their physical or chemical properties. The substances soluble in lipoids might reasonably be expected to find their way into the central nervous system. The object of this investigation is to discover drugs more useful than any now known in the treatment of syphilis involving

the central nervous system. The following departments in Wisconsin are collaborating with Dr. Loevenhart's department in this work: Bacteriology and pathology, Dr. Paul F. Clark, Dr. W. D. Stovall; physiological chemistry, Dr. H. C. Bradley. The clinical part of the investigation is under the direction of W. F. Lorens, associate professor of psychiatry at the university and consulting physician to the State board of control.

Dr. W. Lee Lewis, professor of chemistry, Northwestern University, and Dr. Roger Adams, professor of organic chemistry, University of Illinois, are collaborating with the Wisconsin group. Dr. Lewis and Dr. Adams are engaged in researches on the preparation of new synthetic organic arsenic compounds, particularly those which may be soluble in lipoids, and which therefore should be readily absorbed by the central nervous system.

CORNELL UNIVERSITY MEDICAL COLLEGE, \$7,440.

Dr. John C. Torrey, laboratory of hygiene and bacteriology of the Cornell Medical College. Investigation into the relationship of many strains of gonococcus from various sources to determine whether the group is homogeneous or heterogeneous. If the former is the case, the research may establish a few groups of fixed type which will embrace the great majority of strains encountered in pathological conditions, as has been done for the pneumococcus and the meningococcus groups. Such a grouping would go a long way to establish the complement fixation test for gonococcic infection on a more rational and satisfactory basis.

This investigation may also throw light upon the question of the interrelationship of gonococcic ophthalmia, urethritis, and vaginitis.

If this research succeeds in establishing a standard antigen we may not only expect that the complement fixation mode of diagnosis will give more trustworthy results, but we shall have the basis for the preparation of a standard stock of vaccine.

UNIVERSITY OF NEBRASKA COLLEGE OF MEDICINE, \$5,000.

Dr. Edwin G. Davis and associates, laboratories of the Nebraska College of Medicine and the University Hospital: Attempt to develop a new internal urinary antiseptic and an investigation of the value of certain anilin dyes in the treatment of gonorrhea. These researches at Nebraska are very like those that are being carried out in the Brady Urological Laboratory at the Johns Hopkins Medical School. In the previous studies carried out by Dr. Davis it has been possible to establish a definite relationship between the chemical structure and renal excretion and to predict with reasonable accuracy which drugs would be likely to be excreted. It has further been possible to so modify these compounds chemically as to produce an antiseptic compound excreted by the kidney. It was thus possible to produce an internal and urinary antiseptic which was experimentally successful. Dr. Davis is carrying his investigation out along these same lines and plans to investigate these compounds with a view to determining their power of penetration through the urethral mucosa and to determine other antiseptic properties, both in vitro and in the urinary tract.

ST. LOUIS UNIVERSITY COLLEGE OF MEDICINE, \$3,000.

Dr. R. A. Kinsella, Laboratory of Experimental Medicine: Investigation covering the bacteriology of the gonococcus—its growth peculiarities, its classification, its immunizing properties, and its mode of infecting experimental animals. The program of this research includes a study of the agents, biological or chemical, which neutralize the activities of the gonococcus or relieve its established effects. It is proposed to devote two or three years to the whole program as outlined.

JEFFERSON MEDICAL COLLEGE OF PHILADELPHIA, \$2,500.

Dr. Randle C. Rosenberger and assistants, laboratory of hygiene and bacteriology in the McFadden Laboratory of Research at the Jefferson Medical College: A search for a more rapid and specific method of demonstrating the *treponema pallidum* and for a simplification of the clinical diagnosis and treatment of syphilis was carried out in the summer of 1919. Results of this investigation have been published.

WOMAN'S MEDICAL COLLEGE OF PENNSYLVANIA, \$1,550.

Dr. Bertha M. Meine and Dr. Rose Hirshler, consolidated clinical laboratories of the hospital of the Woman's Medical College of Pennsylvania and the Woman's Hospital of Philadelphia: A serological study of syphilis in pregnant women and new-born children, with especial reference to the efficacy of the accepted methods of syphilitic treatment. They are studying the prevalence of syphilis among mothers and the new born; investigating the subject of non-specific complement fixation during pregnancy; making a comparative study of serological and histological examinations of the placenta of syphilis, stating the comparative value of the two accepted methods of specific treatment before and after delivery; searching for additional data on the time of the first appearance of the syphilitic reagin in the blood of the new born; and seeking to determine if therapeutic benefit can be derived for the infant from the mother's milk.

YALE UNIVERSITY MEDICAL SCHOOL, \$5,100.

Dr. J. N. Flint and Dr. J. W. Churchman, laboratory of surgery at the Yale University School of Medicine: Research on the effect of anilin dyes, particularly gentian violet, on the gonococcus. The investigators are making a study of the effects of gentian violet on the growth of gonococcus, continuing the work already done by Churchman for other organisms. Their program includes also a study of the effect of gentian violet on gonococcus in tissues, the research being similar to other work done by Churchman, on other organisms in joints, the aim being to apply therapeutic results already reached in joint infections and the treatment of gonorrheal infections.

Dr. M. C. Winternitz and Dr. G. H. Smith with a group of assistants, Brady Laboratory of Pathology and Bacteriology of the Yale School of Medicine in affiliation with the New Haven Hospital: The first of their investigations is an intensive study of methods for the

isolation and identification of the gonococcus with a view to the determination of the homogeneity and heterogeneity of strains and their etiological relationships. This investigation will involve (1) the development of a more readily applicable and certain method of cultivation and identification of the gonococcus; (2) a study of cultural characteristics of the strains; (3) a study of serological reactions of the strains with (4) particular reference to the serological properties of strains present in cases where vaccine therapy is inefficient.

The second research being carried out by Dr. Winternitz and Dr. Smith is concerned with the demonstration of the syphilitic nature of unusual lesions encountered at the post mortem table. With the elaboration of methods for the demonstration of the *treponema pallidum* in tissues, it will be possible to investigate (1) presumptive lesions of syphilis more thoroughly and (2) the occurrence of *treponema pallidum* without manifest anatomical changes in tissues, and finally, an attempt to explain possibly according to the morphology of the etiologic agent, the foreign body type of reaction encountered in tertiary syphilis.

HARVARD UNIVERSITY MEDICAL SCHOOL, \$7,000.

Dr. Reid Hunt, pharmacological laboratory at Harvard University: Investigation relative to the toxicity of arsphenamine, neoarsphenamine and analagous products.

ALBANY MEDICAL COLLEGE OF UNION UNIVERSITY, \$4,380.

Dr. T. Ordway and associates, departments of physiology and chemistry, and the laboratory of physiological chemistry and wards of the Albany Hospital: Studies on the nature of the Wasserman reaction. Dr. Ordway writes that "From the scientific standpoint there has been a marked change in our opinions concerning the Wasserman reaction. It was at first supposed that antibodies were present in the blood which united with the specific antigen—the causal agent of syphilis in large numbers in the liver of the congenital syphilitic. It was later found that organs from nonsyphilitic persons and from animals, and even certain lipoid substances possessed antigenic properties; indeed, that such substances were more certain in their action than antigens made from pure cultures of the specific infectious agent, the *treponema pallida*, when obtained from cultures in vitro. From these facts, we are not clear whether the Wasserman reaction is a specific, so-called 'immunity reaction,' or whether it is a delicate biological indicator which represents measurable chemical changes in the body fluids as a result of syphilitic infection."

Dr. George S. Graham and associates, department of pathology and anatomical laboratory and the X-ray research laboratory of the General Electric Co. of Schenectady: Attempt to produce generalized infection in lower animals with the *treponema pallidum* or the gonococcus. This research is an attempt to produce experimental disease in animals. If the attempt is successful these investigators propose to take up a pathological study of the lesions produced.

THE UNIVERSITY OF CHICAGO
CHICAGO, ILLINOIS

Dear Sirs:

I have the honor to acknowledge the receipt of your letter of the 10th inst. and in reply to inform you that the same has been forwarded to the proper authorities for their consideration. I am sorry to hear that you are unable to visit Chicago at the present time, but I trust that you will be able to do so at a later date. I am sure that you will find the University of Chicago a most interesting and profitable place to visit.

I am, Sir, very respectfully,
Your obedient servant,
J. H. Thompson

Very truly yours,
J. H. Thompson
Professor of Chemistry
University of Chicago

1. [illegible]
2. [illegible]

RCH



AT FUND.

UNIVERSITY OF MINNESOTA MEDICAL SCHOOL, \$8,250.

Dr. W. P. Larson and Dr. J. F. McClendon, laboratory of bacteriology and immunology: Study of the permeability of bacterial membranes, particularly of the organisms of venereal disease.

Drs. L. G. Rowntree, Charles E. Nixon, and G. Egerer, laboratory of experimental medicine: Chemical and physical properties of the cerebrospinal fluid in the luetic and nonluetic.

Dr. A. D. Hirschfelder and Dr. H. G. Irvine, laboratory of pharmacology and clinics of dermatology and syphilis: Investigation of phenol alcohol derivatives in relation to their antiseptics and chemotherapy of the gonococcus and spirochaete. The phenol alcohol group has been very little studied. There is reason to believe that it may combine a definite antiseptic power with low toxicity and that higher derivatives may be synthesized in which these characteristics will be greatly enhanced.

WASHINGTON UNIVERSITY SCHOOL OF MEDICINE, \$13,200.

Dr. M. F. Engman and associates, department of medicine, division of dermatology and biological laboratories: Effort to determine the status, if possible, of the latent syphilitic as a means of conjugal infection. He is attempting to obtain the exact clinical status of each individual patient with latent syphilis and to make a biological investigation of each of those patients to determine if live *treponema pallida* exist in the blood stream, in the lymphatic glands of women with latent syphilis, and in the semen of men with latent syphilis.

Dr. P. C. Jeans and associates, laboratory of the department of pediatrics: Histologic examinations of a large number of placentae for evidence of syphilitic involvement, comparing these findings wherever possible with the Wasserman reaction of the mother's serum and with a later clinical and serological examination of the infant. They hope to establish on a more accurate basis the value of placental examination in determining the presence of syphilis in the infant. They are collecting also testes from necropsy material of all married males 50 years of age or less. This material will be examined for spirochaetes in those instances in which family studies are more or less complete.

3. EDUCATIONAL RESEARCH AND DEVELOPMENT FUND.

For the purpose of discovering and developing more effective educational measures in the prevention of venereal disease, Congress made available to the Interdepartmental Social Hygiene Board the sum of \$300,000. The law provided that this money—

shall be paid to such universities, colleges, or other suitable institution or organization as in the judgment of the Interdepartmental Social Hygiene Board are qualified for scientific research for the purpose of discovering and developing in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board more effective educational measures in the prevention of venereal disease, and for the purpose of sociological and psychological research related thereto.

In laying out its plans under the provisions of this section of the act the board has concerned itself with the formulation of a program

that would lead to permanency of educational influence and reach the child in the home and the pupil in school.

Relative permanency of influence is secured by establishing departments of hygiene in strong normal schools, colleges, and universities. Wherever such a department has been created or has been more firmly implanted or more completely organized because of this board, the United States Government may be said to have achieved thereby a lasting educational influence through the succeeding generations added yearly to the graduate body of the educational institution concerned.

The normal school, college, and university are sources from which come our college professors, our school superintendents, our school principals, and our secondary-school teachers. The board proposes that these teachers of teachers and these teachers of children shall be as well prepared in the elements of hygiene as they are in the elements of arithmetic and English. Each institution that successfully develops its department of hygiene in cooperation with the board becomes an avenue through which the school children of the next generation will receive better and more complete hygienic instruction.

Furthermore, the graduates of our normal schools, colleges, and universities become our citizens of position and influence. They are directly or indirectly teachers in the community, in the school, and in the home. In training these students for graduation our institutions of higher learning are training the influential parents of tomorrow. These students will carry into their own homes with their problems of parenthood the education and the information that makes an impression on them to-day.

In the further development of its plans the board is convinced that it would be a very serious mistake to support a program of education that would drag the hygiene of the venereal diseases into the academic limelight as a separate and distinct entity in the educational curriculum. The board is of the opinion that it will meet its obligations under the law much more effectively and that its educational procedure will be much more rational if it supports a program of informational, educational, and applied hygiene that insists on the appropriate inclusion of the hygiene of gonorrhea, syphilis, and chancroid, or of considerations preliminary thereto, giving them the proportionate emphasis which they deserve along with other important subjects in hygiene.

The board proposes, therefore, a fairly complete departmental curriculum and organization with the understanding brought out in the written agreement with each normal school, college, or university concerned, that personnel will be selected in each activity covered by the program with special reference to its ability to handle successfully the problems in venereal disease that may be logically considered by the group of students taking part in that activity.

In proposing this organization the board has not undertaken to dominate the educational method or text presentation in any of the educational institutions with which it has come into cooperative relationship. It is assumed that each of these institutions is a high class educational organization that may be depended upon to select with experienced educational intelligence the methods of instruction

that are most likely to fit the special needs of its own particular student body. Each of these institutions may be regarded as being engaged in carrying out a research for the discovery and demonstration of better methods of education in the prevention of venereal diseases.

With these principles and purposes in view, the Interdepartmental Social Hygiene Board adopted rules and regulations to govern the funds provided by Congress for this activity. The appendix contains these rules and regulations in full. (See Appendix IV.)

By the end of June, 1919, appropriations had been made to 24 different institutions. (See Appendix XII for application form for appropriation from "Educational research and development fund.") In the case of 23 normal schools and colleges, the appropriation went for the organization or extending of departments of hygiene. The other appropriation was made to the psychological laboratory of Johns Hopkins University for the purpose of undertaking a research to determine the informational and educational values of certain motion-picture films and other material used in connection with various campaigns that have been carried on for the control, repression, and elimination of venereal diseases.

The total of the appropriations made to these 24 institutions amounted to \$166,090. To balance these appropriations from Federal funds, the institutions themselves have appropriated as their share in the work a total of more than \$161,000. It is entirely safe to say that the amount spent by the institutions themselves to supplement the Federal appropriations from this fund will considerably surpass the Federal appropriation. In the case of one of the largest institutions, for example, the University of Pennsylvania School of Education, the amount to be paid by the institution itself is not indicated in the application. The proportion between the amount appropriated by the Interdepartmental Social Hygiene Board and the amount to be spent by the institution itself varies greatly. In some cases the Interdepartmental Social Hygiene Board pays a considerably larger share of the expenses, as in the case of the Women's Medical College of Pennsylvania, whose application indicates that the board's appropriation of \$2,505 is to be supplemented by \$350 by the institution. In other cases the institution pays considerably more, as in the case of the Michigan State Normal College, where the application indicates that the board appropriation of \$3,225 is to be balanced by the expenditure of \$17,474 by the college.

In making these comparisons one must not lose sight of the fact that each of these institutions supports certain very important expenses that can not be easily estimated in such a relationship. The cost of equipment, supplies, light, heat, ventilation, janitor service, repairs, replacements, and general administration represents essential expenses that have not been considered.

As to the number of men and women affected by these appropriations to aid departments of hygiene, it is a question whether the figures available on the applications for the period under discussion can be considered of very much value. In the first place, the board asked for information from the institutions only as to the number of students being prepared as teachers, the original thought being that this class would be the most important to influence in the matter of better educational methods for the prevention of venereal disease. Again, the

figures given by the institutions did not appear in all cases to be careful estimates, and in any case they can be estimates only, as they were made up for the school year which was to begin September, 1919. Bearing these facts in mind, however, it may be stated that the figures available July 1, 1919, indicate over 18,000 men and women under the direct influence of the courses of hygiene to be established with Federal assistance during the coming school year.

A summary of the information connected with the expenditures from the educational research and development fund follows. It should be carefully borne in mind that this summary is taken from information carried in the applications presented to the board by the institutions. These applications were intended simply as tentative forecasts and will undoubtedly of necessity be changed considerably when put into practical operation. However, the figures are of value as indicating the general extent of the work laid out under this fund.

Summary of facts connected with expenditures from educational research and development fund.

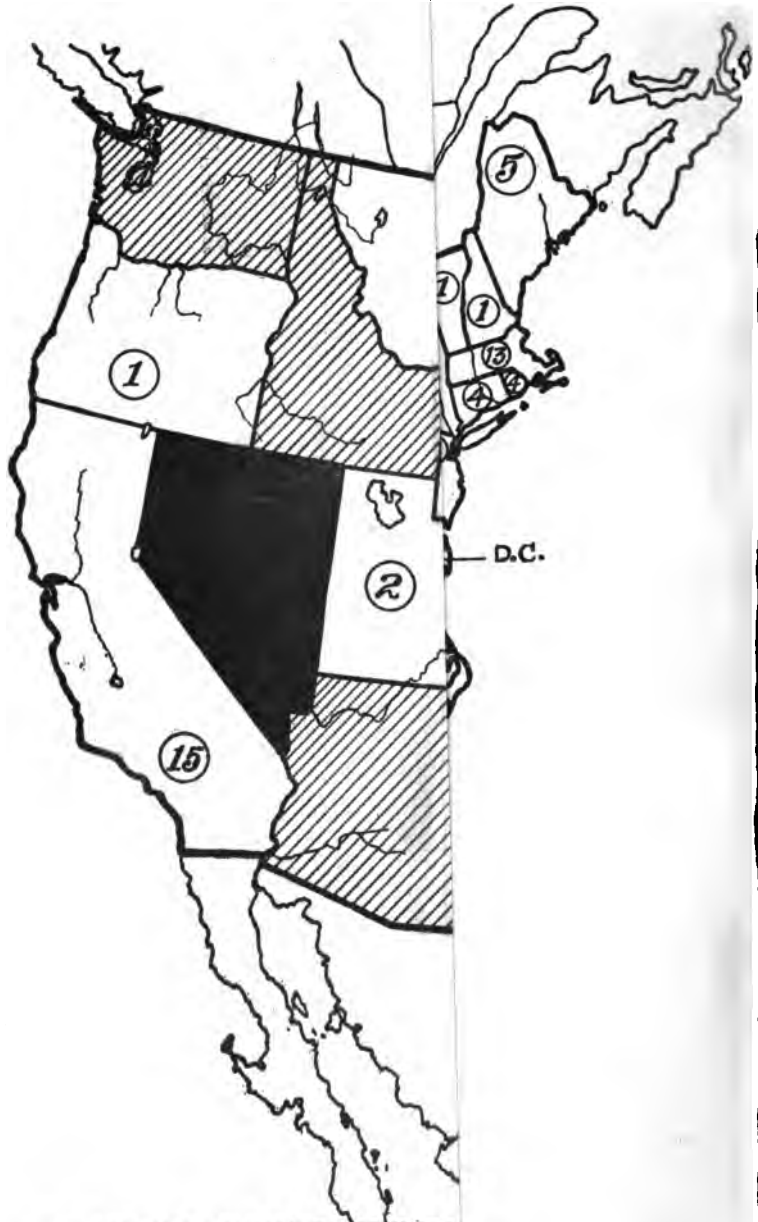
Number of institutions-----	24
(23 normal schools and colleges for departments of hygiene and 1 psychological laboratory of Johns Hopkins University, for investigating the effect of certain motion-picture films.)	
Total number of students affected (see note above):	
Women-----	11, 241
Men-----	7, 161
Total-----	18, 402
(At Reed College "260 other physical education students" beside those in A. B. courses. Would make total 18,662. No students counted at Johns Hopkins. University of Pennsylvania does not separate men and women; estimate used.)	
Total budgets-----	\$327, 185. 85
Amount furnished by Interdepartmental Social Hygiene Board--	166, 090. 00
Amount furnished by institutions (see note above)-----	161, 095. 85
(Amount furnished by one institution not reported.)	

An analysis follows showing the amounts made available during the coming college year for teaching services in connection with the instruction in hygiene and the development of better educational methods in the prevention of venereal diseases. Due to the action of Congress and to the policies of this board in making appropriations available for this purpose, there will be departments of hygiene established or enlarged in 23 colleges and universities throughout the country during the school year of 1919-1920. At least \$327,000 will be spent on hygiene instruction. Two hundred and fourteen special teachers, including directors, health examiners, teachers of hygiene and physical training, will be employed in developing a nation-wide program of health instruction with a proper emphasis on the venereal diseases. The 214 special teachers mentioned does not take into account the additional minor positions necessary for the conduct of such departments—the special public-health lectures by State and National authorities, the special researches and other unique features incidental to the operation of the program. Careful provision has

1990-1991



MAP SHOWING STATMENTAL



□ = STATES WHICH HAVE ACCEPTED
 ▨ = STATES WHICH HAVE ACERTES
 ■ = STATES WHICH HAVE NOT AC
 ○ = NUMBER OF CLINICS.

been made for all these. This appropriation has, in fact, made possible the inception of a broad movement in health education. Its finest fruits, perhaps, may not be gathered for a generation. It is desirable, however, to establish the point at this time that it has been by the leadership and financial assistance of the Federal Government that this fundamental work of educating educators in hygiene, including the part played therein by the venereal diseases, was made possible.

Analysis of distribution of Federal funds for hygiene instruction.

Directors: Total salaries for 22 directors.....	\$51, 650
(This does not include salary of director at University of Pennsylvania, which is not given. In several instances these are part-time salaries only, ranging from one at \$100 part time to one at \$5,500 full time.)	
Health examiners:	
For 75	74, 200
25 women	33, 630
50 men	40, 570
Teachers of hygiene:	
For 9	11, 250
4 women	2, 950
5 men (1 unknown counted as a man)	8, 300
(In most instances the director apparently will act as teacher of hygiene.)	
Teachers of physical training:	
108	135, 090
49 women	55, 620
59 men	78, 270
Extra assistance.....	1, 200
Coordinator: The director usually will act as coordinator; occasionally one of the other members of the staff will perform these duties.)	
Special public health lecturers.....	6, 950
(Lectures by members of municipal, State, and National departments of health, hygiene lecturers from Y. M. C. A., Y. W. C. A., and social hygiene associations, members of staff of medical schools as well as other qualified physicians.)	

4. UNITED STATES PUBLIC HEALTH SERVICE VENEREAL DISEASE FUND.

In addition to the appropriations already treated, the Chamberlain-Kahn Act carried an appropriation of \$1,000,000 annually for two years to be allotted to the States for the use of their departments of health in the prevention, control, and treatment of venereal diseases. This fund was to be allotted in accordance with rules and regulations prescribed by the Secretary of the Treasury in the usual manner of making such allotments, namely, in the proportion which the population of each State bears to the population of the continental United States. During the first year of operations it was not necessary for the States to make appropriations of amounts equivalent to the allotments for the same purpose, but it will be necessary during the second year in order that the Federal allotments may be legally paid to the States.

The regulations governing the allotment of these funds were promulgated under date of September 4, 1918, by the Secretary of the Treasury and are given in detail in the appendix. (See Appendix V.)

In accordance with the above regulations it will be noted that the allotments are to be expended in accordance with an accounting system to be forwarded by the Interdepartmental Social Hygiene Board. The board issued rules and regulations governing expenditures from those State allotments, which are also given in detail in the appendix. (See Appendix VI.)

During the first year 46 States had complied with the requirements contained in the rules and regulations of the Secretary of the Treasury and have received their allotments from the Chamberlain-Kahn funds. There follows a list of these States, giving in each case the amount of the allotment and the date on which checks covering these amounts were mailed to each State:

State.	Allotment.	Date.	State.	Allotment.	Date.
Alabama.....	\$23,247.15	Oct. 1, 1918	Nebraska.....	\$12,962.75	Dec. 4, 1918
Arizona.....	2,221.91	Nov. 12, 1918	New Hampshire.....	4,681.54	Oct. 3, 1918
Arkansas.....	17,118.74	Oct. 28, 1918	New Jersey.....	27,586.22	Oct. 21, 1918
California.....	25,850.72	Oct. 1, 1918	New Mexico.....	3,558.70	May 17, 1919
Colorado.....	8,687.66	Oct. 3, 1918	New York.....	99,090.89	Oct. 1, 1918
Connecticut.....	12,120.57	Oct. 4, 1918	North Carolina.....	23,988.61	Nov. 14, 1918
Delaware.....	2,199.81	Oct. 1, 1918	North Dakota.....	6,274.24	Oct. 21, 1918
Florida.....	8,183.11	Nov. 15, 1918	Ohio.....	51,832.16	Oct. 15, 1918
Georgia.....	28,368.56	Oct. 1, 1918	Oklahoma.....	18,017.99	Oct. 28, 1918
Idaho.....	3,540.13	Mar. 13, 1919	Oregon.....	7,314.87	Oct. 24, 1918
Illinois.....	61,307.51	Oct. 1, 1918	Rhode Island.....	5,899.72	Oct. 15, 1918
Indiana.....	29,366.20	Oct. 5, 1918	South Carolina.....	16,476.71	Oct. 3, 1918
Iowa.....	24,189.58	Oct. 4, 1918	South Dakota.....	6,348.52	Oct. 7, 1918
Kansas.....	18,385.42	Oct. 2, 1918	Tennessee.....	23,754.87	June 26, 1919
Kentucky.....	24,897.77	Do.	Texas.....	42,366.49	Oct. 15, 1918
Louisiana.....	18,009.65	Oct. 29, 1918	Utah.....	4,059.39	Feb. 25, 1919
Maine.....	8,071.68	Oct. 15, 1918	Vermont.....	3,870.26	Nov. 20, 1918
Maryland.....	14,084.09	Oct. 24, 1918	Virginia.....	22,415.58	Nov. 2, 1918
Massachusetts.....	36,602.51	Oct. 15, 1918	Washington.....	12,416.68	Oct. 21, 1918
Michigan.....	30,554.57	Dec. 23, 1918	West Virginia.....	13,277.04	Oct. 4, 1918
Minnesota.....	22,568.85	Oct. 15, 1918	Wisconsin.....	25,375.70	Oct. 2, 1918
Mississippi.....	19,539.74	Do.	Wyoming.....	1,587.05	Do.
Missouri.....	35,807.91	June 14, 1919			
Montana.....	4,088.76	Oct. 4, 1918	Total.....	912,168.58	

The allotments not accepted were as follows:

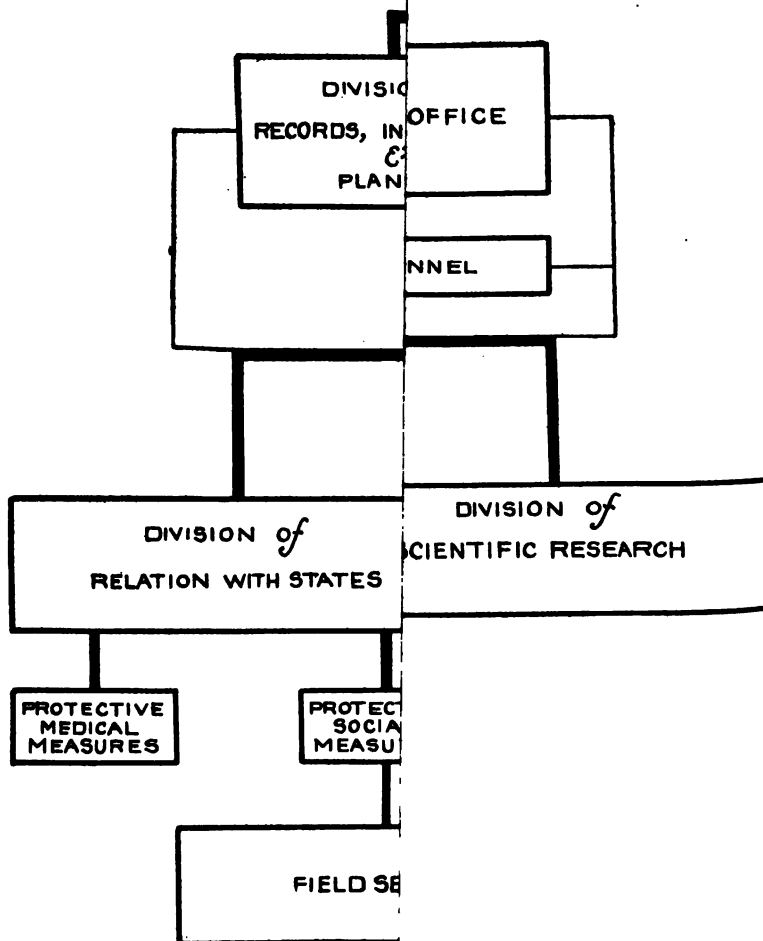
District of Columbia.....	\$3,599.66
Nevada.....	890.21
Pennsylvania.....	83,341.55
Total.....	87,831.42

At the close of the first year all but 4 of the 46 States which received their allotments had an organized bureau for venereal disease control. The four States are Idaho, Missouri, New Mexico, and Tennessee. Of the 46 States which received their allotments for the past fiscal year, 34 have already appropriated funds to entitle them to receive the Federal allotment for 1919-20.

A complete statement covering the work of the States and the United States Public Health Service under the Chamberlain-Kahn funds will be found in the Annual Report of the Surgeon General of the Public Health Service of the United States for the fiscal year 1919, under the activities of the Division of Venereal Diseases.

IV. PLANS OF THE BOARD FOR THE FISCAL YEAR 1919-20.

The results obtained through the activities of the Interdepartmental Social Hygiene Board during the first year seem to indicate that the board has been proceeding along correct general lines in



administering the duties placed upon it by the Chamberlain-Kahn act. During the second year, therefore, the same general policy will be followed. However, experience and the development of new work and possibilities have indicated the desirability of changes in certain features of the program.

Some of these new plans are of considerable importance, and it is believed they will result in a still more complete fulfillment of the aims of this important work. During the second year, among other extensions of the work, it is believed the board will reach a larger number of our best medical-school laboratories competent to carry on scientific research; will influence a greater number of normal schools, colleges, and universities, and therefore a larger number of the best trained educational minds of the country concerned with the teaching of teachers of the future, and preparing the fathers, mothers, and citizens of the future for a more vigorous and extended life; will influence elementary and secondary schools and higher institutions to a closer cooperation with the State departments of education for the instruction of pupils and adults in the principles and practices of right living, emphasizing the importance of the venereal diseases.

There will be accomplished through the changes and revisions to be applied during the second year a very much more clearly defined program of protective social measures than has yet been visualized in the preceding experiences of the board with this type of work. It is more than ever clear that protective social measures are quite distinct from, even though intimately related to, the medical protective measures that have occupied so much of the program of venereal-disease repression in the past. Special attention, therefore, is called to the program of protective social measures as outlined below.

The plans for the year will be treated in a general way as the activities of the board have been treated; that is, under the heading of the different funds with which the Interdepartmental Social Hygiene Board is concerned, beginning, however, with the general organization of the board.

ORGANIZATION.

A plan for the organization of the central office of the board for the coming year has been developed as indicated by the accompanying chart.

In addition to the business office and the personnel section of the board, the work for the coming year will be placed under four main divisions—the Division of Relations with States, the Division for Scientific Research, the Division for Educational Research and Development, and the Division of Records, Information, and Planning. A chief or supervising officer will be in charge of each division.

The duties of the Chief of the Division of Relations with States are to assist the executive secretary of the board in the adjustment of allotments from the fund for the assistance of States through their departments of health in the treatment, prevention, and control of venereal diseases; to prevent unnecessary duplication of activities; to coordinate with other similar activities of the board and of the Government; to operate a system of accounting of the funds distributed to the States; and otherwise to assist the executive secretary

in cooperating with the States in the prevention of the spread of venereal diseases.

The Chief of the Division for Educational Research and Development will assist the executive secretary as follows: In selecting colleges, universities, and other suitable institutions or organizations in which to develop and demonstrate more effective educational measures for the prevention of venereal diseases; in selecting colleges, universities, and other suitable institutions or organizations for sociological and psychological research for better methods of education and demonstration in the prevention of venereal diseases; in sifting and judging educational, sociological, and psychological researches proposed; in applying the rules and regulations of the board as required by law; in determining proper sums to be expended for educational development, improved educational methods, and for sociological and psychological research in the various institutions assisted by the board; in following up and checking these investments of the Government in order to ascertain their usefulness; in organizing and publishing reports from educational institutions and other organizations to which funds are allotted by the board.

The duties of the Chief of Division for Scientific Research are to assist the executive secretary, as follows: In selecting colleges, universities, and other suitable institutions for scientific research; in sifting and judging researches proposed for discovering and developing effective medical measures in the prevention and treatment of venereal diseases; in applying the rules and regulations of the board as required by law; in determining proper sums to be expended for researches; in operating an accounting system; in following up disbursements from the scientific fund to determine the value of the research work done; in publishing reports of researches.

The duties of the Chief of the Division of Records, Information, and Planning are to assist the executive secretary as follows: In gathering, classifying, and analyzing records of the activities carried on in each of the several divisions of the board; to assist in the preparation of this material for the information of the board and for the information of the public; through these records and because of this information, to be in position to assist the executive secretary in planning further development in the programs of the several divisions of the board.

The field service of the board, operating mainly through the Division of Relations with States, includes supervising assistants and inspectors, assisting with the activities of the board relative to the care of civilian persons, whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces against venereal disease; field agents assisting in carrying out the program of the board for the care of individuals with venereal disease who are likely to become a menace to the health of men in the Army and Navy; assistant special agents, performing social case work with delinquent women and girls, assisting in securing the examination and treatment of those infected with venereal disease, aiding in the enforcement of laws regarding commercialized vice, visiting places of public amusement and reporting on conditions found and similar work.

In addition, the board makes a number of appointments to positions in its field service for the purpose of "assisting the various

States in caring for civilian persons, whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases."

These appointments further the protective social measures program of the board as outlined under plans for the future in connection with the civilian quarantine and isolation fund. This field service covers the various activities outlined under the program of protective social measures. In States in which these activities are taken over by the State department of health, the Interdepartmental Social Hygiene Board assigns personnel to such departments for their assistance. This service in the field of assignment to State departments of health includes the following positions: Director of bureau, division, or section of protective social measures in a State department of health; supervisor of protective social measures; field agent, protective social measures.

CIVILIAN QUARANTINE AND ISOLATION FUND.

ASSISTANCE TO INSTITUTIONS.

Slight changes were made during the second year in the policy of the Interdepartmental Social Hygiene Board in connection with its assistance to institutions in the maintenance of venereally-infected persons whose detention, isolation, quarantine, or commitment is deemed necessary for the protection of the military and naval forces of the United States against venereal disease. The board makes no appropriations for the assistance of such institutions unless satisfactory assurance is secured: (a) That the institution concerned is a permanent establishment; (b) that it cares for persons infected with a venereal disease, who, if free, would be a menace to soldiers and sailors; (c) that a temporary emergency exists making financial help from the board an imperative necessity; (d) that the department of health of the State in which the institution making the application is located urgently recommends that the Interdepartmental Social Hygiene Board gives the temporary assistance requested; (e) that the allowance for per capita cost per diem for maintenance will not exceed the actual cost (maximum \$1.50) of such maintenance, and that maintenance will not include rent, insurance, overhead, or other items of maintenance that would not vary with the number of patients cared for each day by the institution; and (f) that the institution concerned provides a wise policy of medical treatment, hygienic instruction, vocational education, recreational, and social rehabilitation for its inmates.

PROTECTIVE SOCIAL MEASURES PROGRAM.

The board has adopted a program of protective social measures and proposes in furthering this program, wherever it is possible or desirable, to assist those States that contain permanent or important temporary military and naval establishments by making allotments for the organization of a division or bureau or section of the State department of health or other appropriate subdivision of the State government that will be concerned with the care of civilian persons

"whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases." The program of protective social measures as adopted by the board follows.

I.

1. The protective social measures program of the board is a program of search, investigation, formulation of reports, and presentation of facts for the construction and operation of programs of protective social measures and for the effective enforcement of laws relating thereto, by duly constituted authorities for the protection of the armed military and naval forces of the United States against venereal disease.¹

2. An agent of the board, however, may act directly as a law enforcement officer, in case he has been authoritatively designated as such by a State health officer or some other governmental agent competent to make such designation, such authorization having been approved by the board. In such an event the State health officer or other authorized agent making this designation of law-enforcing authority must assume responsibility for the law-enforcing acts of the agent so designated. The Interdepartmental Social Hygiene Board will not be responsible for the law-enforcing acts of agents to whom such powers have been delegated by local officers of the law. The board proposes to use every reasonable measure at its disposal to influence law-enforcing and related agencies to meet their obligations relative to the prevention of venereal diseases and the consequent protection of the armed military and naval forces of the United States.¹

3. The protective social agents of the board, where assigned to service in a State department of health, will receive their directions from, and be responsible to, the chief health officer in the State department of health to which they are assigned. In such an event the chief State health officer will be responsible for the wise and careful direction of those agents in conformity with his agreement with the Interdepartmental Social Hygiene Board.

4. The protective social agents of the board, where assigned to service in States, cities, or regions in which State departments of health have not agreed to be responsible for the program proposed by the board, will be under the immediate direction of the board.

5. The protective social service of the board will be concerned with the following:

(1) Search for foci of venereal disease that may be a menace to soldiers or sailors.

(2) Identification or discovery of individuals who are carriers of venereal disease and who may be a menace to soldiers or sailors.

(3) Inquiry into the reasons and conditions that have led these individuals to become carriers of venereal disease.

(4) The preparation of systematic, accurate reports covering the activities of the protective social agents of the board.

(5) The presentation of these reports to law-enforcing agencies through proper channels (that is, through the United States Inter-

¹ Pursuant to sections 2 and 5, Chapter XV, Army appropriations bill of July 9, 1918.

departmental Social Hygiene Board, or through the State department of health, or directly, as may be determined by previous arrangement with the individual agent of the board).

(6) Follow-up investigations covering—

(a) The use made of evidence submitted to law-enforcing agencies. The enforcement of laws relating to the prevention of venereal disease.

(b) The marshaling of cooperative community forces for the enforcement of laws for the "care of civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal disease."

(c) The conduct of individuals subsequent to their medical or social treatment for the prevention of venereal disease and the eradication of prostitution.

(d) The care of persons while they are quarantined, isolated, or committed to institutions as a measure for the protection of the armed military and naval forces of the United States.

II.

The protective social activities noted in paragraph 5 above may be described in more detail as follows:

(1) The search for foci of venereal diseases referred to in paragraph 5-(1), will cover—

(a) Investigations for the discovery of houses of prostitution and houses in which prostitution occurs.

(b) Inspection of streets, parks, dance halls, moving picture theaters, depots, hotels, burlesque theaters, taxicab practices, etc., in a search for the machinery and programs of prostitution and for conditions that favor the spread of venereal disease.

(2) Identification or discovery of individuals who are carriers of venereal diseases and who may therefore be a menace to soldiers or sailors, referred to above in paragraph 5-(2), will be accomplished—

(a) Through a careful and guarded investigation of persons named in reports by Army and Navy surgeons as sources of infections that have developed in soldiers or sailors, taking great care that no mistakes are made and that no publicity occurs to the injury of innocent persons.

(b) Through cases and names referred to the agent from venereal disease clinics or from other community agencies from which information of this type may be secured, again taking care that no injurious or embarrassing publicity occurs.

(c) Through guarded inquiry into cases detained by police authority under the law, for crime or misdemeanor, making special effort to protect women and girls from exposure to public curiosity, and to avoid the confusing of court and health administrative procedures.

(d) Through personal influences on individual cases contacted "in the day's work" by the agent of the board.

(3) The systematic inquiry into the reasons and conditions that have led these individuals to become carriers of venereal diseases, noted in section 5-(3) above, may be made in filling in the case record

forms provided by the Interdepartmental Social Hygiene Board. These very important confidential records must be secured with extreme care if they are to serve a useful purpose and must be accurate.

(4) The reports contemplated in section 5-(4) above, should be organized systematically and with absolute accuracy. Evidence that is not wholly dependable should be described as unreliable and given an approximate valuation. These reports should carry all available evidence of the influence of this protective social measures program upon the occurrence of the venereal diseases. Report forms are supplied by the board.

(5) The presentation of summaries or selected data to law-enforcing agencies through proper channels, as noted above in section 5-(5) involves first the selection of the proper law-enforcing agency, and second the utilization of the proper channel through which to reach that agency.

(a) The law-enforcing agencies usually available are: The board of health, the police department, the mayor, the camp commander, the ranking naval officer, the court.

(b) The channels for presentation are: The United States Interdepartmental Social Hygiene Board, the State department of health, or some other avenue designated by the board or by the department. The agent of the board will present reports through the channel designated by the State department of health, when he is assigned to such a department. Otherwise he will present his reports through channels designated by the board.

(6) The follow-up activities involved in section 5-(6), above, include—

(a) A search for information as to the use made of facts submitted to law-enforcing agencies and for evidence as to the enforcing of antivenereal disease laws. This information may be secured by direct investigation by the agent of the board, or from other reliable sources.

(b) The preparation, information, or organization of cooperative community forces that may assist the local or State authorities in the enforcement of laws for the "care of civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal disease." This "team work" may be secured through such measures as the following:

(1) Alliances with already established community organizations of power and influence, such as the chamber of commerce, the rotary club, parent-teachers' association, mothers' club, social hygiene societies, the churches, etc.

(2) Organization of special associations for law enforcement.

(c) An inquiry into the conduct of individuals subsequent to their medical or social treatment for the prevention of venereal diseases and the eradication of prostitution involves a program of helpful, unirritating personal inquiry and follow-up contact with the individuals concerned.

(d) The inquiry of the agent of the board concerning the care of persons while they are quarantined, isolated, or committed to institutions for the protection of the armed military and naval forces of the United States. This inquiry involves a critical and helpful

inspection or examination of jails, detention homes, and hospitals, clinics, reformatories, etc.; first, as to the existence of these institutions; second, as to the provisions for treatment (medical and social), instruction in hygiene, programs of recreation, and training and preparation for productive economic life after release from confinement.

III.

The success and the efficiency of this program, as applied through cooperation with State health departments, depend upon the vigorous expert support of the chief health officer in each State.

To drain a red-light district and destroy thereby a breeding place of syphilis and gonorrhea is as logical as it is to drain a swamp and destroy thereby a breeding place of malaria and yellow fever. The obligations and responsibilities of the health officer are equally clear in both of these types of aggressive intergroup hygiene. On the one hand, he must secure the service of the sanitary engineer. On the other, he must make use of the social protective agent—the worker, the court, the police.

SCIENTIFIC RESEARCH FUND.

The activities under the scientific research fund will be continued along the same general lines. The same application form will be used by institutions desiring appropriations from the funds of this board to aid in scientific investigations. It is, of course, the hope of the board that a still greater number of investigations will be undertaken throughout the United States.

EDUCATIONAL RESEARCH AND DEVELOPMENT FUND.

The same methods of procedure in making allotments to universities, colleges, and other suitable institutions or organizations for scientific research for the purpose of discovering and developing more effective educational measures in the prevention of venereal disease will be followed during the year 1919-20 as were in force during the previous year. The board is planning one new activity under this fund which it is hoped and believed will be of great assistance in furthering the educational work of the board. This new feature is a proposal for governmental assistance in the organization of divisions of educational hygiene in State departments of education.

The board proposes to assist State departments of education, State boards of regents, State officers of public instruction or equivalent sections of State governments to establish divisions of hygiene as part of the State educational organization, which shall be concerned with the development and permanent maintenance of departments of hygiene or courses in the principles and practices of hygiene in all of the educational institutions of the State, public, institutional, and private, elementary and secondary, normal schools, colleges, universities, and professional schools. In extending this assistance it will be necessary for the board to make the allotment through a State university, normal school, or college.

The curriculum which the board proposes for emphasis by these State divisions of educational hygiene shall include—

courses and conferences in informational hygiene and courses, conferences and training in the applications of hygiene, emphasizing with appropriate and due proportion and with proper tact and persistency the serious importance of the venereal diseases, their causes, carriers, and prevention, and emphasizing at the same time the other important facts and applications of general hygiene, individual hygiene, group hygiene, and intergroup hygiene.

The State division of educational hygiene proposed by the board shall, within the limit of the authority and educational influence of the State department of which it is a part, and in every reasonable way, assist all normal schools, colleges, universities, and similar institutions within the State to instruct all their students, and particularly those students that are preparing to teach, concerning the principles and practices of hygiene, in general conformity with the program proposed by the Interdepartmental Social Hygiene Board.

The State division of educational hygiene shall influence selected schools to train teachers of hygiene in all of its subdivisions. It shall influence elementary and secondary schools to organize and carry on courses and classes for all children whereby they may safely, wisely, and properly be instructed in the principles and practices of hygiene that are fitting and appropriate to the age period, maturity, and development of the child concerned.

The organization of courses, studies, and activities which the board suggests for adoption by State divisions of hygiene as a satisfactory standard for the educational institutions of the State is presented in the Regulations Governing the Educational Research and Development Fund of the United States Interdepartmental Social Hygiene Board.

The Interdepartmental Social Hygiene Board suggests the following as a basis for the administrative organization of a State division of educational hygiene:

State director of educational hygiene (or assistant commissioner of educational hygiene) and other officers and assistants in accordance with the program and needs of each State.

(a) *Qualifications.*—The director of educational hygiene shall have the following qualifications or their satisfactory equivalent: A college education; a medical education with degree or equivalent postgraduate study in hygiene; satisfactory teaching and administrative experience in a well-organized educational system; some experience in municipal, county, State, or National health service (not a fixed requirement).

(b) *Duties.*—The duties and functions of the director of this division of educational hygiene shall be to supervise and direct the division of educational hygiene and to focus the powerful influence of the State department of public education upon every educational institution in the State for the purpose of bringing each institution to meet its obligations to train and prepare pupils and students and to educate teachers in the important and practical facts of informational and applied hygiene in general conformity with this agreement.

UNITED STATES PUBLIC HEALTH SERVICE VENEREAL-DISEASE FUND.

The activities of the board in connection with this fund will be conducted along the same general lines as in the past. It should be noted that in the fiscal year 1919-20 each State receiving an allotment from this fund must match the allotment with appropriations equal to the amount of the Federal assistance.

APPENDICES.

- I. Chamberlain-Kahn Act (Public, No. 193, 65th Cong., Chap. XV, July 9, 1918) creating the board.
- II. Amendments proposed to the Chamberlain-Kahn Act creating the board.
- III. Funds and titles of appropriation.
- IV. Rules and regulations governing the educational research and development fund.
- V. Regulations under which State health departments receive allotments for prevention, control, and treatment of venereal diseases.
- VI. Rules and regulations governing the expenditures from the State allotments of the Chamberlain-Kahn fund, fiscal year 1920.
- VII. Financial statement for the fiscal year ending June 30, 1919.
- VIII. Report of local financial support to antivenereal disease campaign.
- IX. Study of 6,000 case records of delinquent women and girls.
- X. Application form for appropriation for aid in the maintenance of venereal-disease patients in reformatories and other institutions.
- XI. Application form for appropriation from scientific research fund.
- XII. Application form for appropriation from educational research and development fund.
- XIII. Report forms used by field agents (women).
- XIV. Report forms used by field agents (men).

APPENDIX I.

CHAMBERLAIN-KAHN ACT.

[Public No. 193, 65th Cong., Chap. XV, July 9, 1918.]

The law intended to furnish the machinery to carry on these proposals as signed by the President July 9, 1918, known as the Chamberlain-Kahn Act, follows:

"Interdepartmental Social Hygiene Board: That there is hereby created a board to be known as the Interdepartmental Social Hygiene Board, to consist of the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury as ex officio members, and of the Surgeon General of the Army, the Surgeon General of the Navy, and the Surgeon General of the Public Health Service, or of representatives designated by the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury, respectively. The duties of the board shall be: (1) To recommend rules and regulations for the expenditure of moneys allotted to the States under section 5 of this chapter; (2) to select the institutions and organizations and fix the allotments to each institution under said section 5; (3) to recommend to the Secretary of the Treasury, the Secretary of War, and the Secretary of the Navy such general measures as will promote correlation and efficiency in carrying out the purposes of this chapter by their respective departments; and (4) to direct the expenditure of the sum of \$100,000 referred to in the last paragraph of section 7 of this chapter. The board shall meet at least quarterly, and shall elect annually one of its members as chairman, and shall adopt rules and regulations for the conduct of its business.

"SEC. 2. That the Secretary of War and the Secretary of the Navy are hereby authorized and directed to adopt measures for the purpose of assisting the various States in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces of the United States against venereal diseases.

"SEC. 3. That there is hereby established in the Bureau of the Public Health Service a division of venereal diseases, to be under the charge of a commissioned medical officer of the United States Public Health Service detailed by the Surgeon General of the Public Health Service, which officer while thus serving shall be an assistant surgeon general of the Public Health Service, subject to the provisions of law applicable to assistant surgeons general in charge of administrative divisions in the District of Columbia of the Bureau of the Public Health Service. There shall be in such division such assistants, clerks, investigators, and other employees as may be necessary for the performance of its duties and as may be provided for by law.

"SEC. 4. That the duties of the division of venereal diseases shall be in accordance with rules and regulations prescribed by the Secretary of the Treasury (1) to study and investigate the cause, treatment, and prevention of venereal diseases; (2) to cooperate with State boards or departments of health for the prevention and control of such diseases within the States; and (3) to control and prevent the spread of these diseases in interstate traffic: *Provided*, That nothing in this chapter shall be construed as limiting the functions and activities of other departments or bureaus in the prevention, control, and treatment of venereal diseases and in the expenditure of moneys therefor.

"SEC. 5. That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$1,000,000 to be expended under the joint direction of the Secretary of War and the Secretary of the Navy to carry out the provisions of section 2 of this chapter: *Provided*, That the appropriation herein made shall not be deemed exclusive, but shall be in addition to other appropriations of a more general character which are applicable to the same or similar purposes.

"Sec. 6. That there is hereby appropriated, out of any moneys in the Treasury not otherwise appropriated, the sum of \$1,400,000 annually for two fiscal years, beginning with the fiscal year commencing July 1, 1918, to be apportioned as follows: The sum of \$1,000,000, which shall be paid to the States for the use of their respective boards or departments of health in the prevention, control, and treatment of venereal diseases; this sum to be allotted to each State in accordance with the rules and regulations prescribed by the Secretary of the Treasury, in the proportion which its population bears to the population of the continental United States, exclusive of Alaska and the Canal Zone, according to the last preceding United States census, and such allotment to be so conditioned that for each dollar paid to any State the State shall specifically appropriate or otherwise set aside an equal amount for the prevention, control, and treatment of venereal diseases, except for the fiscal year ending June 30, 1919, for which the allotment of money is not conditioned upon the appropriation or setting aside of money by the State, provided that any State may obtain any part of its allotment for any fiscal year subsequent to June 30, 1919, by specifically appropriating or otherwise setting aside an amount equal to such part of its allotment for the prevention, control, and treatment of venereal diseases; the sum of \$100,000, which shall be paid to such universities, colleges, or other suitable institutions as, in the judgment of the Interdepartmental Social Hygiene Board, are qualified for scientific research, for the purpose of discovering, in accordance with rules and regulations prescribed by the Interdepartmental Social Hygiene Board, more effective medical measures in the prevention and treatment of venereal diseases; the sum of \$300,000, which shall be paid to such universities, colleges, or other suitable institutions or organizations as, in the judgment of the Interdepartmental Social Hygiene Board, are qualified for scientific research for the purpose of discovering and developing more effective educational measures in the prevention of venereal diseases and for the purpose of sociological and psychological research related thereto.

"Sec. 7. That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$300,000 for the fiscal year ending June 30, 1919, to be apportioned as follows: The sum of \$200,000 to defray the expenses of the establishment and maintenance of the Division of Venereal Diseases in the Bureau of the Public Health Service; and the sum of \$100,000 to be used under the direction of the Interdepartmental Social Hygiene Board for any purpose for which any of the appropriation made by this chapter are available.

"Sec. 8. That the terms "State" and "States," as used in this chapter, shall be held to include the District of Columbia."

APPENDIX II.

AMENDMENTS PROPOSED TO CHAPTER XV, PUBLIC NO. 193, SIXTY-FIFTH CONGRESS, AN ACT MAKING APPROPRIATIONS FOR THE SUPPORT OF THE ARMY FOR THE FISCAL YEAR ENDING JUNE 30, 1919.

[NOTE.—Words in brackets are to be deleted. New or revised wording italicized.]

Interdepartmental Social Hygiene Board: That there is hereby created a board to be known as the Interdepartmental Social Hygiene Board, to consist of the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury, as ex officio members, and of the Surgeon General of the Army, the Surgeon General of the Navy, and the Surgeon General of the Public Health Service, or of representatives designated by the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury, respectively. The duties of the board shall be: (1) [To recommend] *To make* rules and regulations for the expenditure of moneys allotted to the States under section 5 of this chapter; (2) to select the institutions and organizations and fix the allotments to each institution under [said] section [five] *six*; (3) to recommend to the Secretary of the Treasury, the Secretary of War, and the Secretary of the Navy such general measures as will promote correlation and efficiency in carrying out the purposes of this chapter by their respective departments; and (4) to direct the expenditure of the sum of \$100,000 [referred to in the last paragraph of] *provided in* section 7 of this chapter. The board shall meet at least quarterly and shall elect annually one of its members as chairman and shall adopt rules and regulations for the conduct of its business.

SEC. 2. That the [Secretary of War and the Secretary of the Navy are] *Interdepartmental Social Hygiene Board is* hereby authorized and directed to adopt measures and allot moneys to the States for the purpose of assisting the various States in caring for civilian persons whose detention, isolation, quarantine, or commitment to institutions may be found necessary for the protection of the military and naval forces and *the civilian population of* the United States against venereal diseases. *The allotment to the States and any funds under the control of said board not otherwise allotted by this chapter may respectively be expended by said States and said board for the acquisition by purchase, condemnation, or otherwise of lands for sites; for the construction, enlargement, repair, improvement, equipment, furnishing, stocking, maintenance, and operation thereon and on lands already owned by the United States, or by the States or others, of buildings, hospitals, quarantine stations, industrial farms, and schools for the purposes of this chapter: Provided, however, That for sufficient cause shown or upon failure to carry out the conditions prescribed therefor any allotment or appropriation of funds made under any section of this chapter may be revoked in whole or in part in the discretion of said board.*

SEC. 3. That there is hereby established in the Bureau of Public Health Service a division of venereal diseases, to be under the charge of a commissioned medical officer of the United States Public Health Service, detailed by the Surgeon General of the Public Health Service, which officer while thus serving shall be an assistant surgeon general of the Public Health Service in charge of administrative divisions in the District of Columbia of the Bureau of the Public Health Service. There shall be in such division such assistants, clerks, investigators, and other employees as may be necessary for the performance of its duties as may be provided for by law.

SEC. 4. That the duties of the division of venereal diseases shall be in accordance with rules and regulations prescribed by the Secretary of the Treasury (1) to study and investigate the cause, treatment, and prevention of venereal diseases; (2) to cooperate with State boards or departments of health for the prevention and control of such diseases within the States; and (3) to control and prevent the spread of these diseases in interstate traffic: *Provided, That nothing in this chapter shall be construed as limiting the functions and activities of other departments or bureaus in the prevention, control, and treatment of venereal diseases and in the expenditure of moneys therefor.*

SEC. 5. That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$1,000,000 [to be expended under the joint direction of the Secretary of War and the Secretary of the Navy], to carry out the provisions of section 2 of this chapter: *Provided*, That the appropriation herein made shall not be deemed exclusive, but [shall be in addition to] *may be supplemented* by other appropriations of a more general character which are applicable to the same or similar purposes.

SEC. 6. That there is hereby appropriated, out of any moneys in the Treasury not otherwise appropriated, the sum of \$1,400,000 annually for two fiscal years, beginning with the fiscal year commencing July 1, 1918, to be apportioned as follows: The sum of \$1,000,000, which shall be paid to the States for the use of their respective boards or departments of health in the prevention, control, and treatment of venereal diseases; [this sum to be allotted to each State] in accordance with the rules and regulations prescribed by the [Secretary of the Treasury] *Interdepartmental Social Hygiene Board*; *this sum to be allotted to each State in the proportion which its population bears to the population of the continental United States, exclusive of Alaska and the Canal Zone, according to the last preceding United States census, and such allotment to be so conditioned that for each dollar paid to any State the State shall specifically appropriate or otherwise set aside an equal amount for the prevention, control, and treatment of venereal diseases, except for the fiscal year ending June 30, 1919, for which the allotment of money is not conditioned upon the appropriation or setting aside of money by the State*: *Provided*, That any State may obtain any part of its allotment for any fiscal year subsequent to June 30, 1919, by specifically appropriating or otherwise setting aside an amount equal to such part of its allotment for the prevention, control, and treatment of venereal diseases; *and Provided*, That where a State has no legislative session between the date of this law and the 1st day of January, 1920, the *Interdepartmental Social Hygiene Board* may, in its discretion, allot to said State for the period from July 1, 1919, to December 31, 1919, the monthly proportion of the sum allotted to it in accordance with the provisions of this section of this chapter. In case any State receiving such allotment fails to appropriate or otherwise set aside on or before February 14, 1920, an amount equal to its allotment or such part of its allotment as it may have received between July 1, 1919, and December 31, 1919, then it shall be within the discretion of the *Interdepartmental Social Hygiene Board* to discontinue all other allotments to such State from each and every fund under this chapter until such appropriation may be made by the legislature then in session in such State: *And provided*, That an allotment refused by any State or States shall be available for the purposes of any of the appropriations made in this chapter; the sum of \$100,000, which shall be paid to such universities, colleges, or other suitable institutions as in the judgment of the *Interdepartmental Social Hygiene Board* are qualified for scientific research for the purpose of discovering, in accordance with the rules and regulations prescribed by the *Interdepartmental Social Hygiene Board*, more effective medical measures in the prevention and treatment of venereal diseases; the sum of \$300,000, which shall be paid to such universities, colleges, or other suitable institutions or organizations as in the judgment of the *Interdepartmental Social Hygiene Board* are qualified for scientific research, for the purpose of discovering and developing more effective educational measures in the prevention of venereal diseases, and for the purpose of sociological and physiological research related thereto.

SEC. 7. That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$300,000 for the fiscal year ending June 30, 1919, to be apportioned as follows: The sum of \$200,000 to defray the expenses of the establishment and maintenance of the Division of Venereal Diseases in the Bureau of the Public Health Service, and the sum of \$100,000 to be used under the direction of the *Interdepartmental Social Hygiene Board* for [any purpose for which any of the appropriations made by this charter are available] *miscellaneous expenses of that board, including personal services and rent of offices in the District of Columbia and elsewhere; travel expenses, actual or per diem, in lieu of subsistence; printing and binding, periodicals, law books of reference.*

Any unexpended balances appropriated under this chapter are hereby reappropriated and made available for the fiscal year ending June 30, 1920, for any purpose for which any of the appropriations made by this chapter are available.

SEC. 8. That the terms "State" and "States" as used in this chapter shall be held to include the District of Columbia.

APPENDIX III.

FUNDS AND TITLES OF APPROPRIATIONS.

For their brevity and informational value, the funds administered by the board are generally referred to in this manual by the names appearing in the first column below. The appropriation titles and official designations of the United States Treasury Department are shown in the second column.

BOARD'S NAMES OF FUNDS.	APPROPRIATION TITLES DESIGNATED BY TREASURY DEPARTMENT.
1. Civilian quarantine and isolation fund.	Aid to States in protection of military and naval forces against venereal diseases (secs. 2 and 5) 1919. \$1,000,000.
2. United States Public Health Service venereal disease fund.	Payments to States for prevention etc., venereal diseases (sec. 6) 1919. \$1,000,000.
3. Scientific research fund.	Payments to universities, etc., for research, venereal diseases (sec. 6), 1919. \$100,000.
4. Educational research and development fund.	Payments to universities, etc., for research in educational measures, venereal diseases (sec. 6), 1919. \$300,000.

APPENDIX IV.

RULES AND REGULATIONS GOVERNING THE EDUCATIONAL RESEARCH AND DEVELOPMENT FUND.

The United States Interdepartmental Social Hygiene Board prescribes the following rules and regulations in conformity with that part of section 6, Chapter XV, Public No. 193, Sixty-fifth Congress, which provides that the sum of \$300,000 "shall be paid to such universities, colleges, or other suitable institutions or organizations as in the judgment of the Interdepartmental Social Hygiene Board are qualified for scientific research for the purpose of discovering and developing in accordance with the rules and regulations prescribed by the Interdepartmental Social Hygiene Board more effective educational measures in the prevention of venereal diseases and for the purpose of sociological and psychological research related thereto":

GENERAL REGULATIONS.

1. Appropriations will be made from this, the Educational Research and Development Fund, only to universities, colleges, or other institutions that give satisfactory evidence of administrative responsibility, educational effectiveness, and scientific standards that will not depend on the support of the Interdepartmental Social Hygiene Board for their continuity.

2. Proposals for assistance will be favored which are concerned with the development of more effective methods of educating teachers while training in normal schools, colleges, and universities.

3. The board in general will favor the development of educational methods under this appropriation that combine instruction and training for the prevention of venereal diseases in a wise proportion with and relation to instruction and training along other intimate and nearly related lines of hygiene.

REGULATIONS GOVERNING SPECIAL APPROPRIATIONS.

4. For the purpose of "discovering more effective educational measures in the prevention of venereal diseases" appropriations will be made from the funds of the board for such special researches as may be proposed to and approved by the board under the rules and regulations laid down above and under the rules and regulations laid down for the allotment of appropriations from the scientific research fund.

REGULATIONS GOVERNING APPROPRIATIONS TO STATE EDUCATIONAL AUTHORITIES.

5. For the purpose of "developing more effective educational measures in the prevention of venereal diseases" appropriations will be made from the funds of the board for the purpose of organizing or completing the organization within the chief normal training school or college training school for teachers in each State of a department of hygiene the curriculum of which shall include courses and conferences in informational hygiene, and courses, conferences, and training in the application of hygiene, emphasizing with appropriate and due proportion and with proper tact and persistency the serious importance of venereal diseases, their causes, carriers, and prevention; and emphasizing at the same time the other important facts and applications of general hygiene, individual hygiene, group hygiene, and intergroup hygiene.

6. In general the departmental organization contemplated by the board may be outlined as follows:

SUGGESTED ORGANIZATION OF A DEPARTMENT OF HYGIENE.

I. *Division of informational hygiene.*—Stressing in each of its several divisions with due proportion and with appropriate emphasis, the venereal diseases, their causes, carriers, injuries, and prevention:

(a) The principles of hygiene; required of all students at least twice a week for at least four terms—(1) General hygiene. (The agents that injure health,

the carriers of disease, the contributory causes of poor health, the defenses of health, and the sources of health.) (2) Individual hygiene. (Informational hygiene, the care of the body and its organs, correction, and repair, preventive hygiene, constructive hygiene.) (3) Group hygiene. (Hygiene of the home and the family, school hygiene, occupational hygiene, community hygiene.) (4) Intergroup hygiene. (Interfamily, intercommunity, interstate, and international hygiene.)

(b) Principles of physical training. (Gymnastics, exercise, athletics, recreation, and play.) Required of all students. To be given at least twice a week for two terms in the junior or senior years.

(c) Health examinations—(1) Medical examination required each half year of every student. (Making reasonable provisions for a private, personal, confidential relationship between the examiner and the student.) (2) Sanitary surveys and hygienic inspections applied regularly to all divisions of the institutions, their curriculums, buildings, dormitories, equipment, personal service, and surroundings.

II. *Division of applied hygiene.*—(a) Health conference and consultations: (1) Every student advised under "c" above (health examinations) must report to his health examiner within a reasonable time, as directed, with evidence that he has followed the advice given, or with a satisfactory explanation for not having done so. (2) Must provide student with opportunities for sane, confidential consultations with competent medical advisers concerning the intimate problems of sex life as well as those of hygiene in general.

(b) Physical training: (1) Gymnastic exercises, recreation, games, athletics, and competitive sports. Required of all students six hours a week every term. (2) Reconstructional and special training and exercise for students not qualified organically for the regular activities covered in "1" above. It is assumed that every teacher in training physically able to go to school is entitled to and should take some form of physical exercise.

III. *Division of records and planning.*—(a) Investigations, tests, evaluating measurements, records, and reports required each term covering progress made under each division and subdivision of the department for the purpose of discovering and developing more effective educational methods in hygiene.

(b) Provide facilities for the sifting, selection, and investigation of problems in hygiene that may be submitted to or proposed by the department of hygiene.

(c) Arrange for frequent lectures on public hygiene and public health from competent members of municipal, State, and national departments of health and from other appropriate sources.

IV. *Personnel requisite for such a department.*—Men and women should be chosen for service in the several divisions of the department who have a sane, well-balanced, and experienced appreciation of the importance of the whole field of hygiene, as well as of the place and relations of the venereal diseases.

(a) One director or head of department. Must have satisfactory scientific training and special experience, fitting him for supervision, leadership, teaching, research, and administrative responsibility.

(b) One medical examiner for men and one medical examiner for women. There should be one examiner for each 500 students. Must be selected with special care because of the presence of extraordinary opportunities to exercise a powerful intimate influence upon the mental, moral, and physical health of the students with whom such examiners come in contact.

(c) One special teacher of physical training (a "physical director") for each group of 500 students. There must be a man for the men and a woman for the women students. The physical training instructors employed in this department should be in charge of and should cover satisfactorily all the directing, training, and coaching carried on in the department and in the institution in its relation to athletics and competitive sports. The men and women who are placed in charge of individual students and groups of students engaged in the various activities of physical training (gymnastics, athletics, recreation, and play) should be selected with special reference to their wholesome influence on young men and young women.

(d) One coordinator (this function may be covered by one of the personnel covered by "1," "2," or "3" above). Will serve to influence every teacher in every department on the entire staff of the institution to meet his obligations in relation to the individual hygiene of the students in his classes and to the sanitation of the classrooms in which he meets his students. The coordinator should bring information to all teachers and assist them to meet more satisfactorily their opportunities to help students in their individual problems in social hygiene.

(e) Special lectures on the principles and progress of public hygiene and public health. A close coordination should be secured between this department and community agencies like the department of health that are concerned with public hygiene.

(f) Sufficient clerical, stenographic, and filing service to meet the needs of the department.

7. For the purpose of establishing such a department in a State training school for teachers or in a State college that trains teachers, the Interdepartmental Social Hygiene Board will furnish financial assistance for the necessary personal service. Application for such assistance should be made by the educational authority of the State concerned.

8. In order to secure such an appropriation the State educational authority applying for such assistance shall furnish the Interdepartmental Social Hygiene Board with all necessary information and shall give the board satisfactory assurance that there will be organized a department and a program of hygiene in general accordance with the plans of the board.

9. The State normal school or State college to which appropriations are promised by the board will first furnish the board with a budget covering its probable expenses for personal service on forms to be furnished by the board and will make such accounting as may be required by the board in conformity with the regulations of the Comptroller of the Treasury of the United States Government. Appropriations for the academic year beginning with this fall term of 1919 should be applied for and settled on or before May 15, 1919.

APPENDIX V.

REGULATIONS PROMULGATED BY THE SECRETARY OF THE TREASURY, UNDER WHICH STATE BOARDS OR STATE DEPARTMENTS OF HEALTH RECEIVE THE ALLOTMENT OF FUNDS PROVIDED IN SECTION 8, CHAPTER XV, OF THE ACT APPROVED JULY 9, ENTITLED "AN ACT MAKING APPROPRIATIONS FOR THE SUPPORT OF THE ARMY FOR THE FISCAL YEAR ENDING JUNE 30, 1919."

The act provides that \$1,000,000 shall be distributed to the States for the use of their respective boards or departments of health in the prevention, control, and treatment of venereal diseases, this sum to be allotted to each State, in accordance with rules and regulations prescribed by the Secretary of the Treasury, in the proportion which its population bears to the population of the continental United States, exclusive of Alaska and the Canal Zone, according to the last preceding United States census.

State boards or departments of health receiving their respective allotments shall agree to the following cooperative measures under which their appropriation shall be expended:

1. Put into operation through a legislative enactment or a State board of health regulation having the effect of law, regulations in conformity with the suggestions approved by the Surgeons General of the Army, Navy, and United States Public Health Service, for the prevention of venereal diseases. The minimum requirements of these rules are:

- (a) Venereal diseases must be reported to the local health authorities in accordance with State regulations approved by the United States Public Health Service.

- (b) Penalty to be imposed upon physicians or others required to report venereal infections for failure to do so.

- (c) Cases to be investigated, so far as practicable, to discover and control sources of infection.

- (d) The spread of venereal diseases should be declared unlawful.

- (e) Provision to be made for control of infected persons that do not cooperate in protecting others from infection.

- (f) The travel of venereally infected persons within the State to be controlled by State boards of health by definite regulations that will conform in general to the interstate regulations to be established.

- (g) Patients to be given a printed circular of instructions informing them of the necessity of measures to prevent the spread of infection and of the importance of continuing treatment.

2. An officer of the Public Health Service shall be assigned to each State receiving allotments for the general purpose of cooperating with the State health officer in supervising the venereal-control work in the State. This officer to be selected by the State health authorities and to be approved and recommended for appointment by the Surgeon General of the Public Health Service. The salary of this officer will be paid by the State out of the funds made available from the allotment, except a nominal sum of \$10 per month, which will be paid by the United States Public Health Service. In those States where a bureau of venereal diseases has already been established, with a full-time medical officer in charge, the present incumbent may be recommended for appointment by the State health officer, and, with the approval of the Surgeon General, United States Public Health Service, he will be appointed as an officer of the Public Health Service. The general plan of work for the State bureau of venereal diseases will be:

- (a) Securing reports of venereal infections from physicians and others required to report, in accordance with State laws.

- (b) Suppressive measures, including the isolation and treatment in detention hospitals of infected persons who are unable or unwilling to take measures to prevent themselves becoming a menace to others, the establishment of free clinics for the treatment of venereal diseases, and the elimination of conditions favorable to the spread of venereal infections.

- (c) Extension of facilities for early diagnosis and treatment through laboratory facilities for exact diagnosis and scientific determination of condition be-

fore release as noninfectious, in accordance with the standardized procedure that will be prescribed by the United States Public Health Service.

(d) Educational measures to include informing the general public, as well as infected individuals, in regard to the nature and manner of spread of venereal diseases and the measures that should be taken to combat them.

(e) Cooperation with local civil authorities in their efforts to suppress public and clandestine prostitution. The clinics referred to under (b) will form centers from which the other measures may be conducted by discovering the presence of infections, the securing of data for enforcing the regulations for reporting these diseases, and the institution of educational measures appropriate to particular communities. The immediate reduction in venereal-disease foci resulting from clinic treatment will result in a marked decrease in the prevalence of such diseases in both the military and civil population.

(f) Accurate detailed records must be kept of all the activities of the venereal-disease work. These will include careful records of each case treated, amount of arsphenamine used, final results, and disposition made of patients. Copies of these records must be forwarded to the Surgeon General, United States Public Health Service, as a report at such intervals as they may be requested, and in accordance with instructions regarding the form of report.

3. Local funds that may be available, or that may become available from legislative appropriations or any other source for venereal-disease control, shall be used by the State or city health authorities having jurisdiction for the extension of the work, and such local funds must not be conserved through the expenditure of the funds that are allotted by the Congress through the United States Public Health Service.

4. In extension of the educational measures the State's health authorities and its bureau of venereal diseases shall exert their efforts and influence for the organization of a State venereal-disease committee that will be unofficial in character, but a valuable cooperative agency for furthering the comprehensive plan for nation-wide venereal-disease control.

5. The State health authorities shall take such measures as may be found practicable and decided upon in conference between the Public Health Service and State board of health representatives for the purpose of securing such additional legislation as may be required for the development of control of the spread of venereal infections. Action shall be taken to limit or suppress the activities of advertising "specialists" and quacks by prosecuting them under State laws, or such other measures as may be applicable and effective.

6. In expending the sum allotted a State, the rules and regulations to be promulgated by the Interdepartmental Social Hygiene Board for the expenditure of the \$1,000,000 civilian quarantine and isolation fund under control of the Secretary of War and Secretary of the Navy shall be given consideration by Public Health Service and State board of health representatives, so that the military necessities of each particular State may receive the consideration due its relative importance, and so that funds from the two sources may be correlated.

7. The State allotment shall be expended along general standard lines for all States and in accordance with an accounting system, to be forwarded by the Interdepartmental Social Hygiene Board, approximately as follows:

(a) For treatment of infected persons in hospitals, clinics, and other institutions, including arsphenamine and other drugs, 50 per cent of the allotment.

(b) In carrying out educational measures, 20 per cent.

(c) In carrying out repressive measures, 20 per cent.

(d) In general administration and other activities of venereal disease control work, 10 per cent.

(This distribution is provisional and subject to modification after conference and agreement between each State and the United States Public Health Service to best meet the needs of the particular State.)

8. In carrying out the general Government program the administrative organization of the United States Public Health Service will be available at all times to State organizations in cooperative work, and assistance will be given to States whenever possible through the detail of employees, the securing of arsphenamine, providing literature for the educational measures and in such other ways as may be found practicable as the work develops.

W. G. MCADOO,
Secretary of the Treasury.

WASHINGTON, D. C., September 4, 1918.

APPENDIX VI.

RULES AND REGULATIONS GOVERNING EXPENDITURES FROM THE STATE ALLOTMENTS OF THE CHAMBERLAIN-KAHN FUNDS, FISCAL YEAR 1920.

Congress appropriated the sum of \$1,000,000 for each of the fiscal years 1919 and 1920, to be paid to the various States for the use of their boards or departments of health in the prevention, control, and treatment of venereal diseases; this sum to be allotted to each State on the basis of the 1910 population in accordance with the rules and regulations of the Secretary of the Treasury.

Under date of September 4, 1918, the Secretary of the Treasury promulgated rules and regulations which provided that State allotments shall be expended along general standard lines for all States and in accordance with an accounting system to be forwarded by the Interdepartmental Social Hygiene Board. Hence the regulations of this board governing these expenditures are given the effect of law.

The allotments for the fiscal year 1919 were not conditioned upon the States contributing or appropriating any sum, but for the fiscal year ending June 30, 1920, were conditioned upon each State "specifically appropriating or otherwise setting aside" an equal amount to meet the Federal Government's allotment. (Public No. 193, 65th Cong., Ch. XV, sec. 6.)

Inasmuch as the Federal allotments for the last fiscal year were not conditioned upon the State's appropriating, and in order to expedite the commencing of the work, it was thought advisable at that time to pay each State's allotment in full, to be expended subject to a State budget to be submitted, and in accordance with certain regulations furnished. However, for the fiscal year 1920 a different procedure becomes necessary for the reasons that the law as enacted by Congress and the regulations of the Secretary of the Treasury makes it compulsory that the Interdepartmental Social Hygiene Board sees that each dollar paid by it for the purposes stated in the act is matched by a dollar paid by the States.

Section 3 of the regulations of the Secretary of the Treasury reads: "Funds that may become available from legislative appropriations must not be conserved through the expenditure of funds allotted by Congress." The gist of the above section is that States must not spend the Federal allotment first; that it must be a "fifty-fifty" plan.

It is the general practice of Government agencies charged with expending Government appropriations made for State and other activities conditioned upon them matching dollar for dollar, to require the States to first make the disbursements, submitting the paid vouchers for audit, and to pay to the States 50 per cent of such expenditures. This procedure serves the double purpose of seeing that the disbursements made are proper ones and in accordance with the regulations, and also that the States comply with the law by paying their proportion.

The Interdepartmental Social Hygiene Board has adopted this procedure for disbursing the allotments to States for the fiscal year 1920, and it is therefore directed that the State official making disbursements from these funds forward to this office at the close of each month, on forms provided by the board, a statement of such expenditures accompanied by the paid vouchers, and a Treasury warrant covering 50 per cent of such disbursements, the proportion payable by the Federal Government, will be promptly paid to the State treasurer.

Any voucher or vouchers suspended by the board pending further information may be resubmitted with the following month's account and 50 per cent of the remaining amounts will be paid.

The Interdepartmental Social Hygiene Board having been charged with the duty of paying the Federal allotment, making rules and regulations for its expenditure and the supervision of the disbursements, it will be necessary to have on file in the office of the board in Washington, D. C., evidence of the proper disbursement of these funds, and such monthly reports and paid vouchers as may

be submitted by the States will be retained and become the property of the board.

In order that all States may have a uniform system of accounting, the board has prepared special voucher forms and monthly report forms to be used by all States in transmitting their accounts to Washington for settlement.

In disbursing the remainder of the allotment for the fiscal year 1919 the white voucher Form No. 8 and white monthly-report form will be used, but in making disbursements from the joint State and Federal fund for the fiscal year 1920 the blue revised voucher Form No. 8A and blue monthly-report form will be used.

VOUCHER FORM.

1. All disbursements made from these funds (both State and Federal), including salary payments and reimbursement for travel, to be submitted on the special voucher form of the board.

2. This voucher may be made in duplicate, triplicate, or quadruplicate, in accordance with the special requirements of each State. One copy shall be forwarded to the Interdepartmental Social Hygiene Board in Washington, D. C., and one or more copies may be retained by the State.

3. The State officers must assume all responsibility for liabilities incurred in connection with the expenditures of these funds, must prepare the voucher forms approving the same as correct, obtain the signature of the payee and the certificate of the paying official. The paying official must in all cases obtain the personal signature of the payee and certify to the payment.

4. Where a voucher is certified in the name of a company or corporation, the name of the person writing the company or corporate name, as well as the capacity in which he signs, must appear. Example: "Chicago Edison Co., per John Smith, member of firm," or secretary or treasurer, as the case may be. A complete signature with a rubber stamp is not acceptable.

5. One voucher may contain any number of items, but must be made out in the name of but one individual, firm, or corporation. Where there are a number of items, the invoice of the payee may be attached to the voucher, and a statement made on the face, "as per invoice hereto attached," extending the total and classifying as one item, but in such case the itemized invoice or copy of same must be attached to the voucher transmitted to this office.

6. An official making numerous small purchases and paying cash at the time from his personal funds and obtaining receipted bills for such purchases may, by attaching such miscellaneous receipts to a voucher drawn payable to himself, obtain reimbursement for such expenditures. In such cases he will be required to list on the voucher the vendors' names and the amounts paid each. The voucher forwarded to this office must also have the receipts or copies thereof attached.

7. Reimbursement of travel expenses must be handled as follows: In no case will travel expenses be allowed which are not confined to the usual expenses incurred for the ordinary comforts of a traveler. Receipts should be obtained for transportation and hotel bills, when possible to do so, but it will be unnecessary to obtain receipts for meals and the various small incidental expenses of travel unless required by the State.

When supplies are purchased while in a travel status, receipted invoices of the dealer must be attached to the travel voucher to substantiate the claim.

If certified statements of travel expenses are available, it is requested that the same accompany the voucher transmitted to this office. If, however, State officials require these statements and invoices, copies should be made for transmittal with your accounts. In the absence of such a statement or copy, the travel expense should be itemized on the face of the voucher, the mere statement "Traveling expenses" not being considered sufficient.

Books containing blank receipts conveniently printed and small daily expense account books for travelers will be supplied by the board upon request.

8. In making vouchers covering payment of salary for services rendered, the date "from" and "to" which payment is being made (both these dates inclusive) must be shown on voucher, as well as the designation of position (i. e., stenographer, V. D. officer, etc.) and the monthly rate of compensation.

9. In preparing voucher to cover reimbursement to clinics, detention houses, and like institutions for amounts expended by them for treatment, maintenance, or equipment, the voucher must be accompanied by itemized statement giving details of the expenditures incurred, but none of these items shall include build-

ings or permanent equipment. In no case shall any amounts be advanced to these institutions before the liabilities are incurred by them.

Payments in advance by the actual performance of services or the delivery of supplies is strictly forbidden by law, and will not be allowed under any circumstances.

10. In order to secure signatures to vouchers promptly and thus avoid any delay in obtaining reimbursement, it is suggested that the vouchers be completely prepared, with the exception of the approvals and voucher number, and forwarded to the payee with a form letter requesting that the voucher be properly signed and returned, stating that check will be forwarded promptly upon the return of the same. This is the procedure followed in all Government departments and is recommended in the disbursement of this fund by the States. There can be no reasonable objections raised by the payee, for the reason that the States are perfectly responsible and reliable and the form letter requesting the signature in advance of the payment is ample protection to the payee in case the payment should not be made as promised.

11. Particular attention is called to the fact that the law prohibits the use of any Government appropriation for the purchase of books, newspapers, or periodicals, or the purchase of any motor-propelled or horse-drawn vehicle, or any expenses in connection with the operation thereof, without the appropriation specifically provides therefor, and the appropriations under this board do not so provide, and States are therefore not authorized to use these funds for such purposes. This is also construed as prohibiting the hiring of such vehicles where the hiring by its continuousness is the equivalent of a purchase. However, when a person is in a travel status, temporary hiring of vehicles as a means of transportation between places inaccessible by common carrier is authorized.

CLASSIFICATION OF EXPENDITURES.

12. Each voucher must be distributed under its appropriate classification, viz, "Administration," "Treatment," "Repressive measures," "Educational and publicity," and the proper "Account No." to which chargeable given. Particular attention is directed to the fact that care must be used in making this classification in order to debit the expenditures to the proper "Account No." that the expenditures may be correctly charged against the proper item as given on your budget under "Activity or project."

DISPOSITION OF VOUCHERS.

13. All paid vouchers must be retained in the files of the paying official until the close of the month and then be numbered in the space provided therefor on the face, each State commencing with No. 1 and continuing consecutively until the entire allotment for the fiscal year 1920 has been disbursed. The "brief" on the back of voucher form should be completely filled in by the paying official before transmitting the paid vouchers to the board for reimbursement.

Vouchers must be summarized on the monthly report form, commencing with No. 1, and distributed thereon in accordance with the classification shown on the voucher. Vouchers must not begin with a new series of numbers each month, but must begin a new series for each fiscal year.

One copy of all paid vouchers must be transmitted monthly, together with one copy of the monthly report form, to the Interdepartmental Social Hygiene Board, 1800 Virginia Avenue NW., Washington, D. C., and one or more copies of each retained in the files of the State official making the payment. •

MONTHLY REPORT.

14. This report shall be made promptly at the close of each month and may be prepared in duplicate, triplicate, or quadruplicate in accordance with the special requirements of each State. All vouchers paid during the month for which this report is rendered must be summarized thereon, commencing with No. 1, and the amount paid distributed in accordance with the classification given on the voucher. The "Account No." given on the voucher need not be shown on this report.

One copy shall be forwarded to the Interdepartmental Social Hygiene Board, 1800 Virginia Avenue NW., Washington, D. C., accompanied by the paid vouchers summarized thereon, and one or more copies may be retained by the State. It is suggested that this report be prepared on the typewriter.

If no expenditures are made during a month, this report should be forwarded with the notation "No disbursements made."

15. Before transmitting this report to the board the summary on the back of the same must be properly filled out, in accordance with the printed instructions.

This summary should represent the joint State and Federal account and begin with the total of both the State appropriations and the Federal allotment as given on your budget.

The total disbursements of the two funds during a month, as given on the face of the report, to be deducted and the balance remaining will be the "available balance for the continuance of the work." Repayments made by Federal Government are not to be considered in making this summary.

STATE LAWS.

16. The rules shall not in any way conflict with State laws, or prevent State accounting departments from requiring such vouchers, receipts, and other records as may be necessary to comply with the State laws or the State's accounting system.

CONCLUSION.

20. In conclusion it is desired to confidently predict that the plan as outlined in these rules and regulations for disbursing this joint State and Federal fund will present no obstacle either in connection with State laws or the manner in which State appropriations may be made that can not be overcome, and the very liberal Federal assistance should be well worth the little extra clerical labor required by these regulations; but should any State official have a complex situation and find it difficult to comply with these regulations, if the matter is taken up promptly with the Interdepartmental Social Hygiene Board, a way will be provided. However, this statement is not made anticipating that it may become necessary in any case to modify these regulations, and it is not the intention of the board to do so unless they should conflict with State laws or be shown to be unreasonable.

It is the desire of the Interdepartmental Social Hygiene Board to fully cooperate with each State and assist in every way possible within the limitations of its responsibilities and in accordance with the laws and regulations surrounding the disbursing of Government funds.

T. A. STOREY,
Executive Secretary,
U. S. Interdepartmental Social Hygiene Board.

Approved:

C. C. PIERCE,
Assistant Surgeon General, U. S. Public Health Service.

APPENDIX VII.

FINANCIAL STATEMENT, FISCAL YEAR ENDING JUNE 30, 1919.

Appropriation "National security and defense, Interdepartmental Social Hygiene Board, 1919"-----	\$20,000.00
Expended -----	19,455.97
Outstanding liabilities -----	544.03
Appropriation "Interdepartmental Social Hygiene Board (secs. 1 and 7) 1919" (not available fiscal year, 1919)-----	100,000.00
Unexpended balance ² -----	100,000.00
Appropriation "Payments to States for prevention, etc., venereal diseases, (sec. 6), 1919"-----	1,000,000.00
Expended -----	912,168.58
Unexpended balance ² -----	87,831.42
Appropriation "Payments to universities, etc., for research, venereal diseases, (sec. 6), 1919"-----	100,000.00
Expended -----	97,670.00
Unexpended balance ² -----	2,330.00
Appropriation "Payments to universities, etc., for research in educational measures, venereal diseases (sec. 6), 1919"-----	300,000.00
Expended -----	166,090.00
Unexpended balance ² -----	133,910.00
Appropriation "Aid to States in protection of military and naval forces against venereal diseases (secs. 2 and 5), 1919"-----	1,000,000.00
Expended -----	213,667.78
Outstanding liabilities -----	16,332.22
Unexpended balance ² -----	770,000.00

² The unexpended balances for the fiscal year ending June 30, 1919, were reappropriated and made available for the fiscal year ending June 30, 1920.

APPENDIX VIII.

LOCAL FINANCIAL SUPPORT TO ANTI-VENEREAL CAMPAIGN AS REPORTED BY CERTAIN AGENTS OF THE COMMISSION ON TRAINING CAMP ACTIVITIES, TAKEN OVER BY THE UNITED STATES INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.¹

[Total, \$506,480.82.]

State, city, or county.	Donor.	Amount.
Alabama:		
Anniston.....	Private individuals.....	\$2,600 00
Birmingham.....	City.....	3,000 00
Do.....	City and county.....	15,000 00
Mobile.....	City.....	450 00
Montgomery.....	Private individuals.....	4,300 00
Do.....	County.....	900 00
Sheffield.....	City.....	1,500 00
Total.....		27,750 00
Arkansas, Little Rock.....	Private individuals.....	2,500 00
California:		
Los Angeles.....	City.....	2,400 00
Oakland.....	do.....	2,160 00
Palo Alto.....	County.....	1,000 00
Pasadena.....	City.....	1,200 00
Riverside.....	do.....	1,350 00
Sacramento.....	do.....	1,500 00
San Diego.....	do.....	1,200 00
Do.....	State board of health.....	3,000 00
San Francisco.....	City.....	3,120 00
Do.....	State board of health.....	3,150 00
Do.....	Girls' Advisory Council.....	600 00
Do.....	Private individuals.....	9,600 00
San Mateo.....	County.....	1,000 00
Total.....		31,310 00
Florida:		
Jacksonville.....	City.....	24,000 00
Do.....	Private individuals (colored).....	240 00
Miami.....	City.....	1,500 00
Total.....		25,740 00
Georgia:		
Atlanta.....	City.....	4,000 00
Do.....	County.....	400 00
Augusta.....	do.....	8,790 00
Columbus.....	City board of health.....	1,200 00
Total.....		14,390 00
Illinois:		
Belleville.....	State Federation of Women's Clubs.....	1,200 00
Chicago.....	Illinois War Board.....	10,727 92
Rantoul.....	State Federation of Women's Clubs.....	1,200 00
Rockford.....	do.....	6,000 00
Do.....	Illinois War Board.....	3,984 00
Do.....	Patriot fund.....	1,900 00
Do.....	City.....	2,000 00
Waukegan.....	State Federation of Women's Clubs.....	6,000 00
Do.....	Illinois War Board.....	680 26
Total.....		32,772 18

¹ Field Service of Commission on Training Camp Activities, Section on Women and Girls taken over in December, 1918. Field Service of Commission on Training Camp Activities, Section on Vice and Liquor Control taken over in April, 1919. Administrative staff of both these sections of Commission on Training Camp Activities, taken over in April, 1919.

INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.

State, city, or county.	Donor.	Amount.
Iowa:		
Des Moines.....	Private individuals.....	\$1,650.00
Do.....	Salvation Army.....	3,425.68
Iowa City.....	City.....	900.00
Total.....		5,975.68
Kansas:		
Junction City.....	Kansas City W. C. T. U.....	20.00
Do.....	Private individuals.....	15.00
Manhattan.....	.....do.....	45.90
Total.....		260.00
Kentucky:		
Louisville.....	Private individuals.....	20,000.00
Do.....	Federation of Women's Clubs.....	10,000.00
Total.....		30,000.00
Louisiana:		
Alexandria.....	Local board.....	240.00
Do.....	Private individuals (colored).....	70.00
New Orleans.....	City.....	3,360.00
Do.....	Catholic War Work Council.....	1,200.00
Total.....		4,870.00
Maine, Portland.....	City.....	9,000.00
Massachusetts:		
Boston.....	Florence Crittenden League.....	4,750.00
Do.....	Children's Aid Society.....	900.00
Do.....	City Federal Commission on Public Morals.....	375.00
Do.....	Weber Charities.....	600.00
Do.....	Massachusetts S. P. C. C.....	3,900.00
Do.....	A. R. C. N. E. Division.....	600.00
Do.....	W. C. T. U.....	1,500.00
Do.....	Permanent Charities Fund.....	1,000.00
Do.....	Women's Municipal League.....	300.00
Do.....	Walker, Pratt Manufacturing Co.....	35.00
Do.....	Private individuals.....	150.00
Cambridge.....	Committee on Girls' Work.....	1,500.00
Fitchburg.....	Public safety committee.....	1,200.00
Lynn.....	City.....	1,000.00
Total.....		17,810.00
Michigan:		
Battle Creek.....	City.....	2,370.00
Do.....	County.....	3,450.00
Do.....	Mission Children's Home secretary.....	1,200.00
Detroit.....	Girls' Protective League.....	8,720.00
Do.....	State Board of Health.....	1,620.00
Total.....		17,360.00
Mississippi:		
Biloxi.....	City.....	1,500.00
Hattiesburg.....	Mississippi Federation of Women's Clubs.....	975.00
Do.....	Private individuals.....	40.00
Do.....	City.....	95.00
Do.....	County.....	300.00
Total.....		2,910.00
Missouri:		
St. Louis.....	Local committee.....	1,500.00
Do.....	Girls' Protective Association.....	4,000.00
Do.....	Catholic National War Council.....	1,200.00
Total.....		6,700.00
New Jersey:		
Bergen County.....	County.....	30,000.00
Do.....	Private individuals.....	1,427.00
Highlands.....	Episcopal War Commission.....	1,600.00
Lakewood.....	Village Improvement Society.....	1,500.00
Moorestown.....	City.....	200.00
Monmouth County.....	Episcopal War Work Council.....	2,100.00
Do.....	Private individuals.....	1,427.00
Princeton.....	Town Improvement Society.....	1,500.00
Woodbury.....	McArthur Bros.....	1,500.00
Total.....		41,254.00

INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.

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State, city, or county.	Donor.	Amount.
New York:		
Buffalo.....	City.....	\$1,500.00
Do.....	War chest.....	1,500.00
Easthampton.....	City.....	1,200.00
Hempstead, L. I.	do.....	2,400.00
Do.....	Nassau City Association.....	1,200.00
Nassau County.....	Private individuals.....	1,500.00
Newburgh.....	do.....	1,500.00
Patchogue.....	City.....	2,400.00
Suffolk County.....	County.....	1,200.00
Total.....		14,400.00
North Carolina:		
Charlotte.....	City.....	720.00
Do.....	Private individuals.....	120.00
Total.....		840.00
Ohio:		
Akron.....	City.....	10,000.00
Dayton.....	do.....	5,100.00
Do.....	Dayton war chest.....	2,475.00
Do.....	Private individuals.....	1,000.00
Chillicothe.....	State Federation of Women's Clubs.....	720.00
Do.....	State Federation of Women's Clubs (colored).....	1,200.00
Do.....	State Council of Defense.....	7,400.00
Do.....	Rotary Club and Century Club.....	418.16
Do.....	Private individuals.....	1,500.00
Cincinnati.....	Council of Social Agencies.....	1,200.00
Cleveland.....	War Chest.....	12,000.00
Do.....	Women's Protective Association.....	8,400.00
Do.....	Mayor's war board.....	5,400.00
Columbus.....	City.....	22,000.00
Do.....	State department of health.....	900.00
Do.....	War Chest.....	4,398.55
Do.....	Franklin County Council of National Defense.....	500.00
Total.....		84,611.71
Oklahoma:		
Lawton.....	City.....	4,000.00
Do.....	County.....	4,000.00
Total.....		8,000.00
Oregon, Portland.....	City.....	11,640.00
Pennsylvania:		
Allentown.....	Adelaide Silk Mills.....	2,400.00
Chester.....	War Chest.....	7,240.00
Erie.....	Local committee.....	1,800.00
Philadelphia.....	War Chest.....	22,400.00
Do.....	United States Marine Corps.....	1,060.00
Pittsburgh.....	Private individuals.....	3,960.00
Pottsville.....	Local committee.....	2,500.00
Total.....		41,360.00
Rhode Island, Newport.....	Civic League of Newport.....	1,200.00
South Carolina:		
Columbia.....	Private individuals (colored).....	800.00
Greenville.....	City.....	1,900.00
Do.....	County.....	1,900.00
Do.....	American Red Cross.....	5.00
Do.....	W. C. C. S.....	1,282.15
Spartanburg.....	Local committee.....	1,200.00
Do.....	Girls' Friendly Society.....	700.00
Do.....	W. C. C. S.....	266.67
Do.....	Enlisted men.....	74.43
Do.....	Private individuals.....	852.00
Total.....		8,960.25
Tennessee, Memphis.....	Local committee.....	50.00
Texas:		
Austin.....	City.....	1,500.00
Do.....	City and county.....	100.00
Do.....	Private individuals.....	35.00
Dallas.....	City.....	1,200.00
El Paso.....	County.....	160.00
Fort Worth.....	City.....	960.00
Do.....	Private individuals.....	1,000.00

INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.

State, city, or county.	Donor.	Amount.
Texas—Continued.		
Houston.....	Private individuals.....	\$2,000.00
Ranger.....	City.....	1,800.00
San Antonio.....	do.....	3,060.00
Do.....	Catholic War Council.....	1,800.00
Do.....	St. Mark's Guild.....	20.00
Do.....	Law Enforcement League.....	5.00
Do.....	Private individuals.....	15,000.00
Waco.....	City.....	1,020.00
Do.....	Girls' Friendly Society.....	600.00
Total.....		30,260.00
Virginia:		
Alexandria.....	State Law Enforcement Committee.....	1,200.00
Chesterfield County.....	do.....	1,600.00
Hopewell.....	E. I. du Pont de Nemours Co.....	1,800.00
Newport News.....	City.....	200.00
Do.....	The Girls' Club of Newport News.....	25.00
Do.....	Private individuals.....	272.00
Petersburg.....	City.....	7,500.00
Portsmouth.....	County.....	150.00
Do.....	Methodist Mission.....	100.00
Do.....	Private individuals.....	15.00
Richmond.....	City.....	650.00
Do.....	State Law Enforcement Committee.....	1,090.00
Do.....	Colored Girls' Club.....	60.00
Do.....	Private individuals.....	650.00
Williamsburg.....	State Law Enforcement Committee.....	1,200.00
Total.....		16,512.00
Washington:		
Bellingham.....	City.....	1,155.00
Everett.....	do.....	105.00
Puget Sound.....	Y. M. C. A., Walla Walla.....	200.00
Seattle.....	City.....	4,800.00
Do.....	Navy Department.....	1,500.00
Tacoma.....	City.....	2,700.00
Do.....	Catholic church.....	1,200.00
Vancouver.....	State board of health.....	300.00
Walla Walla.....	City.....	800.00
Do.....	Y. W. C. A.....	200.00
Yakima.....	City.....	2,520.00
Total.....		15,480.00
Wisconsin:		
La Crosse.....	Council of Defense.....	375.00
Racine.....	City.....	2,160.00
Total.....		2,535.00

APPENDIX IX.

STUDY OF 16,000 CASE RECORDS OF DELINQUENT WOMEN AND GIRLS.

The following survey is made up from individual case records of the women who presented the greatest problems to the field agents of the Interdepartmental Social Hygiene Board during the first year of its activity. The data available for this study were secured principally from a group of eight States by reason of the concentration therein of large military and naval activities. The total 6,000 cases, however, were derived from 20 other States in addition to the eight intensively studied. It was in the areas surrounding the temporary homes of our armed forces that the Government was particularly interested and there it concentrated its ablest workers in this field. From the eight States given special attention below came approximately 4,000 cases, while the 20 other States referred to above furnished the remaining 2,000. Only the most important social factors in the backgrounds of this group will be considered. The comparison of these factors by States indicates no more than that such State differences occur among the group we have been studying. It is not sound to assume that such differences are applicable to the general population in these States, since there has been a slight but fairly consistent tendency for the work of the board's agents to differ among various localities.

The intensity of work and consequent amount of verification for the various States is fairly uniform, however, so that the differences noted may be interpreted as being real differences in the cases worked with. Most of the studies in delinquency, even such important ones as those of Lombroso and Goring, are based largely on unverified social data. Our study, therefore, will offer material which is comparable to, but more extensive in number and area covered than most such surveys.

It should be borne in mind that the data for this study are secured from the case record sheets which are made out by the field agents of the board from information gathered from whatever sources it can be, mainly from the delinquent girl herself. A reproduction of a case record sheet is shown on page 96. A considerable number of the case records are incomplete in certain particulars. In order that the following tables may be as accurate as possible, it will be noticed that in each instance the per cent of the total cases in which the information in question was not recorded on the worker's sheets is stated. Under the war emergency the case worker's first concern was the actual care of the girls and women involved. By reason of concentration on this primary and practical work, both at headquarters and in the field, the clerical work on case records received only as much attention as could be spared from actual case work.

It should be emphasized particularly that most of these records represent the statement of the woman involved with only a small amount of verification or corroboration of her story.

It will be understood at the outset that the actual handling and disposition of these 6,000 cases was possible only by the use of local and State agencies, such as charity and welfare organizations, the courts, and the law enforcing authorities. One reason this study is possible is, not because the States prominently mentioned below manifested worse general conditions, but because their response to the Government's request for cooperation in dealing with this problem of adequate protective social measures was so generous and genuine.

PRESENT AGE.

As a whole, the group we are interested in is young. There is a slight variation between these States in the average ages, but in each instance the average age lies between 18 and 22. In this group of States, South Carolina has the

¹ 6,000 cases represent only those most intensively studied by the workers of this section during the fiscal year ending June 30, 1919, and for which we have fairly complete case records. The number of cases worked with less intensively, and for which we have no records, is very much larger. In March, 1919, for example, 1,153 cases were reported as intensively studied, 3,680 cases continued, 99 cases reopened, and 368 cases worked with for a short time only. This makes a total of 5,300 cases under supervision in a single month.

widest range of ages, from 9 to 80 years, while Massachusetts has the greatest concentration between the age groups of 13 and 33 years. In each group the extreme cases at the upper and lower ages are few, and the marked central tendency is young.

TABLE I.—*Present age.*

State.	Percentage of cases on which information was not recorded.	Information recorded.	
		Average age.	Range of years.
Georgia.....	4.7	21.1	11-45
Illinois.....	1.4	20.0	12-40
Massachusetts.....		19.3	13-33
New York.....	3.8	18.3	7-40
Ohio.....	.4	22.9	9-51
Pennsylvania.....	8.0	22.8	12-60
South Carolina.....	1.9	20.7	9-80
Texas.....	.5	21.7	8-79

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	5,808
Not recorded.....	192
Per cent not recorded.....	3.2
Average age.....	21.5
Range of years.....	5-80

NATIVITY.

Table II, which shows the percentages of foreign and native born for our group and for the general female population, is of interest in that in each comparison except Georgia, South Carolina, and Texas the foreign born have contributed a smaller proportion of cases than we might expect from their quota in the general female population. The highest percentage of foreign born in our group from these States, it will be noted, is in New York State, and the smallest percentage is in South Carolina, where, however, there is an almost negligible percentage of foreign born in the general female population. In the total group of 6,000 cases also, covering 28 States, the foreign born furnish only 8 per cent, while in the United States in 1910 the percentage of female foreign born was 14.7 per cent.

TABLE II.—*Comparison between nativity of 6,000 cases and general female population.*

State.	Percentage of 6,000 cases.			Percentage of general female population. ¹	
	Information not recorded.	Information recorded.		Native born.	Foreign born.
		Native born.	Foreign born.		
Georgia.....	9.5	99.4	0.6	99.6	0.4
Illinois.....	11.3	89.3	10.7	80.6	19.4
Massachusetts.....	7.4	85.2	14.8	69.1	30.9
New York.....	15.1	78.1	21.9	71.2	28.8
Ohio.....	5.7	98.4	1.6	89.2	10.8
Pennsylvania.....	32.8	85.9	14.1	84.2	15.8
South Carolina.....	3.3	99.2	.8	99.7	.3
Texas.....	5.4	82.7	17.3	94.5	5.5

¹ Thirteenth Census of the United States, Vol. I.

TOTAL FOR 6,000 CASES—28 STATES.

Recorded	5,221
Not recorded	779
Per cent not recorded	12.9
Per cent native born	92.0
Per cent foreign born	8.0

TOTAL FOR GENERAL FEMALE POPULATION.

Per cent native born	85.3
Per cent foreign born	14.7

PERCENTAGE.

The parentage of the native-born group varies markedly between these eight States the Southern States having, on the whole, a much smaller percentage of women of foreign or mixed parentage. South Carolina shows 95.5 per cent, the highest percentage of native stock, native born of native parentage. Massachusetts, with only 24.4 per cent of native stock, shows the largest number of cases of foreign or mixed parentage. The total group of 6,000 coming from 28 States shows 75.1 per cent of native parentage, while the general female population of the United States in 1910 was composed of 71.9 per cent, both of whose parents were native born; that is, our group shows again a slightly higher percentage of native stock than we should expect from a comparison with the general population.

TABLE III.—*Nativity of parentage.*

State.	Percentage of cases on which information was not recorded.	Information recorded.			
		Percentage of native parentage.	Percentage of foreign parentage.	Percentage of mixed parentage.	Percentage of nativity of parents unknown.
Georgia	18.9	86.4	2.0	.....	11.7
Illinois	35.7	46.5	40.8	6.3	6.3
Massachusetts	16.6	24.4	54.4	18.7	2.5
New York	29.9	32.4	56.9	8.3	2.5
Ohio	22.9	85.3	6.3	2.7	5.7
Pennsylvania	71.2	55.6	33.8	5.1	5.6
South Carolina	5.4	95.5	8.2	.6	3.1
Texas	17.4	64.1	22.2	3.9	9.8

TOTAL FOR 6,000 CASES—28 STATES.

Recorded	4,113
Not recorded	1,867
Per cent not recorded	31.1
Percentage of native parentage	71.3
Percentage of foreign parentage	17.9
Percentage of mixed parentage	4.8
Percentage of nativity of parents unknown	6.1

RELIGION.

Among other miscellaneous considerations which are of interest merely as giving a picture of the general background of the group is that of religion. Table IV shows by States the percentages of Catholics, Hebrews, Protestants, and those who professed to have "no religion." The table is presented more as a matter of general interest than from any belief that it is of real significance, since there are no accurate data on the religion of the general population, and hence no possibility of making an adequate comparison. As the figures stand, for these eight States, Massachusetts has the largest and South Carolina the smallest percentage of Catholics. The reverse is true of the Protestants in these two States. Throughout, the percentage of the Hebrews is noticeably small.

TABLE IV.—*Percentage table of religion.*

State.	Information not recorded.	Information recorded.			
		Catholic.	Hebrew.	Protestant.	None.
Georgia.....	17.4	12.7	1.3	45.2	40.8
Illinois.....	19.9	39.0	.....	61.0	.....
Massachusetts.....	11.1	64.7	4.7	30.3	.3
New York.....	17.2	52.7	14.1	32.4	.8
Ohio.....	12.8	14.5	.....	83.9	1.7
Pennsylvania.....	30.3	40.4	7.0	50.5	2.1
South Carolina.....	18.5	3.3	.....	85.8	10.9
Texas.....	9.5	34.6	.4	60.8	4.2

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	4,906
Not recorded.....	1,094
Per cent not recorded.....	18.2
Catholic.....	27.3
Hebrew.....	2.5
Protestant.....	63.8
None.....	6.4

MARITAL STATUS.

A summary of marital status for the areas studied shows that Massachusetts has the largest percentage of unmarried women, 87.4 per cent. New York follows with 82.2 per cent; Pennsylvania, 65.7 per cent; Illinois, 64.8 per cent; Georgia, 54.8 per cent; Ohio, 44.8 per cent; South Carolina, 43.5 per cent; and Texas, 39.2 per cent. Of the 6,000 cases 55.1 per cent are unmarried, 43.8 per cent married, and 1.1 per cent have lived as common-law wives.

TABLE V.—*Conjugal condition.*

State.	Percentage of cases on which information was not recorded.	Percentage single.	Percentage married, including common-law wives.	Living with husband.	Percentage divorced, deserted, separated, widowed, bigamous marriages.
Georgia.....	2.1	54.8	45.2	32.8	12.4
Illinois.....	5.0	64.8	35.2	24.3	11.0
Massachusetts.....	1.3	87.4	12.6	11.0	1.6
New York.....	7.6	82.2	17.8	13.8	2.6
Ohio.....	1.1	44.8	55.2	35.0	20.0
Pennsylvania.....	5.6	65.7	34.3	16.5	13.6
South Carolina.....	3.7	43.5	56.5	33.1	22.8
Texas.....	1.8	39.2	60.8	37.2	23.4

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	5,801
Not recorded.....	199
Percentage not recorded.....	3.3
Percentage single.....	53.3
Living with husband.....	29.3
Per cent married.....	42.3
Divorced, etc.....	14.8

EDUCATION.

Among the more important social factors in the background of any delinquent group is that of educational status. To a certain degree, a community is responsible for the school opportunities offered to any group in its midst. A

comparison of school opportunities will indicate roughly the extent of social consciousness as regards educational matters in those communities. Table VI is of interest, therefore, in showing for this group of States that while Massachusetts has no cases who have not attended school at some time, South Carolina has 25.4 per cent of her cases who have never been in school. This is contrary to what we might expect from the nativity statistics, since the most of foreign countries have not the compulsory educational standard which a large number of our Commonwealths have adopted.

The majority of the States provide that children shall stay in school until they are 14 years of age. Table VI shows that out of 5,000 cases, 22.2 per cent did not follow even this minimum standard. In South Carolina 33.2 per cent of these women who had been in school at some time were allowed to leave before they had reached their fourteenth birthday. If we add to this percentage those who were never in school, we find that 58.6 per cent of the cases the board came in contact with in South Carolina had either never been in school or left school before they were 14. Massachusetts, in this list of States, has the smallest percentage, 7.3 per cent, who left school before the minimum age of 14.

The comparison of the extent of illiteracy between these State groups, Table VII, shows that Massachusetts has the smallest percentage, only 0.8 per cent, who could not both read and write, while South Carolina has 23.5 per cent of such cases. In the total group, 7.5 per cent were illiterate.

Additional data on the school achievement by States, among the number studied, are given in Table VII. South Carolina shows the lowest average grade attainment and Massachusetts the highest. South Carolina also shows the lowest average age at leaving school and Massachusetts and New York the highest average ages. In the total group, the average grade finished was 6.6 and the average age at leaving school 14.5 years.

In general, the school data show that there are marked differences between the States in the educational backgrounds of the group studied. The total group of 6,000 cases shows a low average grade attainment and a large percentage who left school at an early age.

It is to be noted with regret that facilities did not exist for the mental examination of this group of women and girls. The findings of systematic examination to determine mental ages would be of much interest. They would be valuable in showing the proportion fitted to master the standard educational facilities offered as against the proportion needing more highly specialized educational training if they are to be made self-supporting. The comments above regarding their education should be taken together with the unanswered question of their average mental caliber.

TABLE VI.—*Educational data.*

State.	Per cent of cases on which information was not recorded.	Information recorded.		
		Per cent never in school.	Per cent left school before 14 years old.	Average age leaving school.
Georgia.....	44.2	8.3	26.4	14.5
Illinois.....	37.1	1.3	18.0	14.7
Massachusetts.....	27.7	.....	7.3	14.9
New York.....	38.5	.5	8.9	14.9
Ohio.....	21.0	2.7	22.4	14.7
Pennsylvania.....	50.9	3.2	22.6	14.2
South Carolina.....	37.8	25.4	33.2	13.3
Texas.....	33.3	4.9	23.2	14.5

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	3,805
Not recorded.....	2,195
Per cent not recorded.....	36.6
Per cent never in school.....	5.2
Per cent left school before 14 years old.....	22.2
Average age leaving school.....	14.5

TABLE VII.—*Educational data.*

State.	Percentage of cases on which information was not recorded.	Information recorded, average grade finished.	Percentage of cases on which information was not recorded.	Information recorded, per cent illiterate ¹
Georgia.....	36.8	6.6	13.7	11.6
Illinois.....	28.5	7.4	25.3	2.4
Massachusetts.....	17.1	8.4	5.0	.8
New York.....	31.9	6.9	21.6	3.5
Ohio.....	16.0	6.8	4.2	4.2
Pennsylvania.....	45.1	6.4	40.0	5.1
South Carolina.....	20.3	4.9	7.9	23.5
Texas.....	23.4	6.3	3.4	10.8

¹ Can neither read nor write.

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	4,331
Not recorded.....	1,669
Per cent not recorded.....	27.8
Average grade finished.....	6.6
Recorded.....	5,069
Not recorded.....	931
Per cent not recorded.....	15.5
Per cent illiterate.....	7.5

AGE STARTING WORK.

In considering the work records of these women, we may note briefly the age at starting work, the kind of work done in the latest job, and the average wage received for this latest work. It is evident from Table VIII that the two States—Georgia and South Carolina—which have the largest percentage never in school and leaving school before 14 years also have the lowest average ages at starting work—13.8 and 12.9 years, respectively. The highest average age at starting work, it will be noted, is in Texas. For the total group, 14.8 years was the average age at starting work, and the range of ages was from 6 to 32 years.

TABLE VIII.—*Average age starting work.*

State.	Percentage of cases on which information was not recorded.	Information recorded.	
		Average age starting work.	Range of age starting work.
Georgia.....	61.6	13.8	8-20
Illinois.....	71.0	15.1	10-23
Massachusetts.....	44.6	15.2	11-19
New York.....	55.7	15.5	12-26
Ohio.....	72.9	15.6	9-31
Pennsylvania.....	82.1	14.8	9-23
South Carolina.....	35.9	12.9	6-28
Texas.....	65.1	16.0	8-30

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	1,948
Not recorded.....	4,052
Per cent not recorded.....	67.5
Average age starting work.....	14.8
Range of age starting work.....	6-32

LATEST OCCUPATION.

Though a comparison of occupational groups by States would be interesting at this point, the detail would be too bulky for a brief summary. The latest occupations for the total group of 6,000 is given, however, in Table IX. From

this it is clear, as former surveys have shown, that the most frequent occupations are domestic service, unskilled factory work, and waitresses. It is of interest that only 7.9 per cent of the cases were doing clerical work and only 1.1 per cent were engaged in professional service. This might be expected from the school data just presented, since the most of the women left school too young to have obtained training for special work. This tendency shown in the total group for the unskilled workers to predominate holds true for each of the States which make up the 6,000 cases.

TABLE IX.—*Latest occupation.*

6,000 cases—Occupation.	Number.	Per cent.
Never worked.....	342	7.1
Clerical work.....	381	7.9
Domestic service.....	969	20.1
Entertainers.....	90	1.9
Factory work.....	1,199	24.9
Laundresses.....	261	5.4
Professional service.....	54	1.1
Telephone operators.....	138	2.9
Waitresses.....	693	14.4
Work in stores.....	354	7.3
Miscellaneous.....	307	7.0
Total.....	4,788	100.0
Not recorded.....	1,212	20.2

WAGES.

The wage earned in the latest occupation is unsatisfactory material for statistical purposes, since the latest occupation was in some instances just before the war and in others during the war period, when wages were relatively higher. The average weekly wage is presented, however, not as an accurate measure of actual wage received, but as a general indication of the wage-earning capacity of this group. It is evident that the wage for the most part is small. The distribution of the wages shows only a few scattering cases at the upper limit, and a marked central tendency among the lower wages. Table X shows separately the weekly wage of domestic-service workers where living is in addition to wage, and the weekly wage for women not in domestic service, since it seemed impossible to estimate living expenses in widely scattered communities. The relatively low wage (when considered in comparison with the high war-time wages paid even to the most unskilled workers during the period covered by this study) is what one would expect from Table IX, where it is shown that the most of the work was unskilled.

It is of particular interest to note that of the total group 41 per cent were idle at the time they came to the worker's attention. This percentage does not include 11.7 per cent who had never worked. This corroborates the generally recognized theory that antisocial conduct is closely linked with unemployment.

TABLE X.—*Average weekly wage.*

State.	Percentage of cases on which information was not recorded.	Information recorded.	
		Average wage plus living for domestic service workers.	Average wage for women not in domestic service.
Georgia.....	32.1	\$7.33	\$11.56
Illinois.....	51.1	6.17	10.49
Massachusetts.....	34.8	6.25	11.27
New York.....	29.9	7.56	10.78
Ohio.....	38.0	6.38	9.49
Pennsylvania.....	61.8	6.22	9.54
South Carolina.....	27.0	6.00	10.23
Texas.....	35.6	5.20	7.60

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	3,583
Not recorded.....	2,417
Per cent not recorded.....	40.3
Average wage plus living for domestic service workers.....	\$5.87
Average wage for women not in domestic service.....	\$9.64

SEX HISTORY.

If we turn to the frequency of conviction of the group we are dealing with, we find that of the cases on which we have adequate information 10.8 per cent have never been convicted, 71.5 per cent have had one conviction, including the present difficulty, and 17.7 per cent have had more than one conviction.

The summary of data on sex history shows that our problem has been very largely one with previous sex offenders. Of the total group only 20.5 per cent were not sex offenders and only 8.4 per cent first or occasional sex offenders (Table XI). Twenty-one and eight-tenths per cent were promiscuous, though not for money, and 49.2 per cent were either irregular or professional prostitutes. The degree of sexual irregularity has varied considerably between States, with the largest per cent of nonsex offenders in Massachusetts, where an effort was made to do semiprotective work and get hold of a girl before she had become a repeated sex offender.

The average age at first sex experience for those who at any time had had an irregular sex experience is presented in Table No. XII. From this it is clear that the average age is low, 16 to 17, in each State, with only a slight variation between States. It is interesting to note that in each State the average age at first sex offense is several years younger than the average present age of the cases studied for that State, indicating that in general we are getting hold of the problem *after the most critical period*.

The reasons given by the women for the first sex experience are shown below in the order of frequency. There are various other reasons, not sufficiently common to enumerate. These statements are made by the women, and for the most part, are impossible to verify.

Reasons "given" for first sex experience, in order of frequency:

1. "Love."
2. "Promise to marry."
3. "Rape."
4. "Needed money."
5. "Influence of bad company."

TABLE XI.—Degree of sex irregularity, percentage distribution.

States.	Information not recorded.	Information recorded.			
		Never sex offender.	Occasional sex offender.	Promiscuous (not for money).	Prostitute.
Georgia.....	5.8	8.4	4.5	14.0	73.2
Illinois.....	12.7	23.3	11.4	26.9	38.3
Massachusetts.....	31.7	62.6	8.1	15.4	13.9
New York.....	16.5	34.2	9.0	21.0	35.8
Ohio.....	1.9	21.6	9.2	17.4	51.8
Pennsylvania.....	11.2	15.9	6.4	31.3	46.4
South Carolina.....	5.6	20.5	4.1	9.0	66.5
Texas.....	12.8	14.6	8.0	20.0	57.4

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	5,360
Not recorded.....	640
Per cent not recorded.....	10.7
Never sex offender.....	20.5
Occasional sex offender.....	8.4
Promiscuous (not for money).....	21.8
Prostitute.....	49.2

TABLE XII.—Average age at first sex offense.

State.	Percentage of cases on which information was not recorded.	Information recorded.	
		Average age first sex offense.	Range of age first sex offense.
Georgia.....	41.1	16.2	11-31
Illinois.....	34.4	17.0	10-34
Massachusetts.....	46.2	16.3	8-23
New York.....	28.2	16.0	7-28
Ohio.....	18.7	17.4	8-31
Pennsylvania.....	41.5	16.9	9-33
South Carolina.....	41.9	16.8	10-38
Texas.....	36.2	16.2	7-38

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	3,752
Not recorded.....	2,268
Per cent not recorded.....	37.8
Average age first sex offense.....	16.9
Range of age first sex offense.....	4-44

VENEREAL DISEASES.

One of the important functions of the workers of the board is to aid in the campaign against venereal disease. From the following figures it is evident that the percentage of venereally infected cases is very large. In interpreting Table XIII it should be noted that the figures for the States are not exactly comparable, since the facilities for examination have varied between States. That is, in some localities it was possible to have each case examined as a matter of routine and in other localities only a selected group could be examined. These latter districts show a higher percentage of infected cases than the districts where each case was examined. The following percentages are based only on cases to whom the Wassermann blood test was given or who were diagnosed by clinical symptoms as having syphilis or gonorrhea. Of the total group examined, 70.1 per cent had either one or both venereal diseases, while 29.9 per cent were free from venereal disease.

Among the 6,000 cases the board has records of 290, or 4.8 per cent, who were illegitimately pregnant at the time they came to the worker's attention. Of the pregnant cases, 168, or 57.9 per cent, were pregnant by soldiers or sailors and 122, or 42.1 per cent, by civilians.

TABLE XIII.—Venereal disease, percentage distribution.

State.	Information not recorded.	Information recorded.	
		Having either syphilis or gonorrhea, or both.	Not having syphilis or gonorrhea.
Georgia.....	38.9	68.1	31.9
Illinois.....	55.7	54.1	45.9
Massachusetts.....	58.6	47.8	52.2
New York.....	71.1	45.2	54.8
Ohio.....	16.2	66.7	33.3
Pennsylvania.....	57.4	63.7	36.3
South Carolina.....	60.6	81.6	18.4
Texas.....	21.8	85.1	14.9

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	3,280
Not recorded.....	2,720
Per cent not recorded.....	45.3
Having either syphilis or gonorrhea, or both.....	70.1
Not having syphilis or gonorrhea.....	29.9

MEN INVOLVED.

Because of the character of the work of the Interdepartmental Social Hygiene Board a consideration of the men involved is important. Table XIV shows that of the cases from which this information was recorded, 56.4 per cent are involved with soldiers or sailors. It should be borne in mind that this refers simply to the specific instances which brought the case to the attention of the worker of the board. Later investigations along this line seem to indicate that a very much larger percentage has been involved with soldiers and sailors at some time during their history, but it is expected that this will be made the subject of a more detailed inquiry later.

TABLE XIV.—Percentage of men involved.

State.	Information not recorded.	Involved with—		
		Soldiers and sailors.	Civilians.	Soldiers, sailors, and civilians.
Georgia.....	24.7	67.8	5.6	26.6
Illinois.....	30.3	62.3	17.5	20.1
Massachusetts.....	35.1	93.1	3.7	3.3
New York.....	44.3	36.4	43.8	19.8
Ohio.....	32.1	46.1	37.8	16.1
Pennsylvania.....	41.5	50.5	33.5	16.0
South Carolina.....	43.2	70.4	12.2	17.3
Texas.....	31.1	50.1	33.9	15.9

TOTAL FOR 6,000 CASES—28 STATES.

Recorded.....	3,959
Not recorded.....	2,041
Per cent not recorded.....	34.0
Soldiers and sailors.....	56.4
Civilians.....	25.9
Soldiers, sailors, and civilians.....	17.7

REFERENCE AND DISPOSAL OF CASES.

These 6,000 cases were referred to or were found by our workers through many channels and for many reasons. In a general summary of the reasons for complaint we may say that the majority of cases were referred for offenses involving prostitution.

Those arrested number 3,084, or 51.4 per cent of the total. The causes of arrest are very largely for prostitution offenses. The arrests for other than sex offenses include 70 for larceny, 53 for bootlegging, 32 for drunkenness, 7 for assault, 3 for drug using, and 1 for deserting a child. Only 499 cases, or 8.3 per cent, were brought to the attention of the board's agents by reason of their applying themselves for help or assistance.

The readjustment of these women was accomplished through various means, such as care in hospitals, general supervision, disposition by the courts, and numerous other plans.

Of the cases taken to court, 14.1 per cent were dismissed, 23.7 per cent were fined, 32.8 per cent were committed to reformatory institutions, 14.2 per cent to jails or workhouses, and 15.2 per cent were put on probation.

Among those cases not in court, 750, or 12.5 per cent, were sent to hospitals or clinics for the treatment of venereal disease.

Of the cases convicted in court, also, a large number were treated for venereal disease while on probation or in penal institutions.

The other dispositions made include girls sent to their parents, girls referred to other organizations for care, girls for whom employment was secured, and girls remaining under general supervision.

There have been many combinations of disposition made which can not be shown in tabular form; that is, the same girl may have been fined in court, found work, taken to her parents, and generally supervised. Any brief summary, therefore, does not show up the extent of the case work and follow-up work which was necessary.

APPENDIX X.

APPLICATION FORM FOR APPROPRIATION FOR AID IN MAINTENANCE OF VENEREAL-DISEASE PATIENTS IN REFORMATORIES AND OTHER INSTITUTIONS.

UNITED STATES INTERDEPARTMENTAL SOCIAL HYGIENE BOARD—REQUEST FOR MAINTENANCE.

N. B.—The following questions should be fully answered in the space below, or, if more space is required, an additional sheet may be used, but should be securely fastened to this form.

The answers should be carefully numbered to correspond with the numbers of the questions.

This form should be completed with great care, and every question should be fully and specifically answered.

Question 1. (a) Name of institution. (b) Date of application.

Question 2. Location (city, county, and State).

Question 3. Is the institution a permanent establishment?

Question 4. Purpose for which established?

Question 5. How financed?

Question 6. Give brief description of institution (number of buildings, acres under cultivation, etc.).

Question 7. (a) Sex admitted. (b) Age admitted. (c) Color admitted.

Question 8. Diseases excluded.

Question 9. Are inmates examined for venereal disease on admission?

Question 10. By a man or woman physician?

Question 11. Are venereal diseases treated? Where and how?

Question 12. Does the institution provide a wise policy of hygienic instruction, vocational education, recreation, and social rehabilitation for its inmates? Give particulars briefly.

Question 13. (a) Capacity of institution. (b) Present number of inmates.

Question 14. Average daily number of venereally infected persons confined in institution during the past six months.

Question 15. (a) Naval and military camps served. (b) Location. (c) Approximate number of men in each. (d) Distance from the institution.

Question 16. Does the institution care for persons infected with a venereal disease, who, if free, would be a menace to soldiers, sailors, and civilian population?

Question 17. Law or regulations under which commitment is made?

Question 18. Does the State board of health urgently recommend that the institution be given financial assistance to the amount requested below?

Question 19. Give a concise outline of the personnel employed at the institution, salaries paid, and the average total cost per month for the maintenance of the institution.

Question 20. Average daily cost for maintenance per person during past six months?

Question 21. (a) Is any part of cost of maintenance paid by city, county, or State? (b) If so, by whom and how much per person?

Question 22. Reasons for requesting this assistance from the United States Interdepartmental Social Hygiene Board?

Question 23. Does a temporary emergency exist making financial help from the board an imperative necessity?

N. B.—The above questions should be fully answered in the space below, or, if more space is required, an additional sheet may be used, but should be securely fastened to this form.

The answers should be carefully numbered to correspond with the numbers of the questions.

24. To the best of my knowledge and belief the above answers are correct and the foregoing information is reliable.

25. It is requested that the United States Interdepartmental Social Hygiene Board allot the sum of \$-----, for the period -----, 19-----, to -----, 19-----, inclusive.

26. It is further agreed that should this request for financial assistance be granted for the maintenance of venereally infected persons at this institution monthly bills will be rendered upon forms provided by the board, covering the actual cost of maintenance, care, and treatment per capita per diem, and that this per diem charge is not to exceed for any month the maximum of \$1.50.

27. It is further agreed that "maintenance" as herein understood will not include rent, insurance, salaries of permanent personnel, or any overhead or other items that do not vary with the number of patients cared for each day by the institution.

28.

(Signed) -----

(Official title)-----

29. Recommended :

Executive Secretary,
U. S. Interdepartmental Social Hygiene Board.

30. Recommendation approved :

Chairman Executive Committee,
U. S. Interdepartmental Social Hygiene Board.

31. Approved by United States Interdepartmental Social Hygiene Board
on -----, 19-----

APPENDIX XI.

APPLICATION FORM FOR APPROPRIATION FROM SCIENTIFIC
RESEARCH FUND.

[Application for appropriations to "universities, colleges, or other suitable institutions for the purpose of discovering, in accordance with the rules and regulations prescribed by the United States Interdepartmental Social Hygiene Board, more effective medical measures in the treatment and prevention of venereal diseases."]

- Date of application, -----
1. Name of institution requesting appropriation, -----
 2. Name, position, and address of official representative of the institution, -----
 3. Title concisely descriptive of research proposed, -----
 4. Laboratory in which research is to be carried on, -----
 5. List of more important scientific publications from this laboratory (may be appended), -----
 6. Name and concise statement of the scientific training of the laboratory chief or director or other individual responsible for the scientific policy of the laboratory, -----
 7. Laboratory staff, giving names, degrees, positions, etc., -----
 8. Name of individual to be in charge of the research and names of men and women working with him, -----
 9. Laboratory equipment and facilities, with a concise statement indicating scientific and working capacity of the laboratory, cooperating laboratories, departments, and agencies, -----
 10. Description of research proposed: Outline plan and method of investigation in sufficient detail to show clearly its scientific character and justify the expectation that it will discover "more effective medical measures in the prevention and treatment of venereal diseases" -----
 11. Include references to important scientific literature bearing a research proposed (may be appended) -----
 12. Probable cost. Give general items covering clerical assistants, equipment, supplies, and approximate cost of preparing and printing a report—500 copies of which are to be placed with the United States Interdepartmental Social Hygiene Board. Should not include salaries of regular staff appointees.
Technical assistants -----
Equipment -----
Supplies -----
Preparing and printing report -----
 13. Would the institution be able to carry on the research proposed if it received no aid from the United States Interdepartmental Social Hygiene Board or some other outside source? -----
 14. Official signature of authorized representative of the institution making the above application, -----

Approved:

Executive secretary -----
Date of executive committee action -----
Date of board action -----

APPENDIX XII.

APPLICATION FORM FOR APPROPRIATION FROM EDUCATIONAL RESEARCH AND DEVELOPMENT FUND.

[Application form for the establishment of departments of hygiene in normal schools, colleges, and universities—Educational research and development fund, United States Interdepartmental Social Hygiene Board.]

A. Name and location of institution selected. Date of application -----

B. Name, position, and address of agents representing this institution and
authorized to act for it -----

C. Number of men students and number of women students on the average
that are being prepared as teachers in the first-year class -----, the
second-year class -----, the third-year class -----, and the
fourth-year class -----.

Give total number of women -----, total number of men -----,
and final total -----.

D. Give present and proposed organization for the establishment of the de-
partment of hygiene in this institution, in accordance with the program sug-
gested by the Interdepartmental Social Hygiene Board (pp. 4, 5, and 6 of rules
and regulations), as follows:

(I) DIVISION OF INFORMATIONAL HYGIENE.

(a) *The principles of hygiene*—(1) *General hygiene*.—(The agents that in-
jure health, the carriers of disease, the contributory causes of poor health, the
defenses of health, and the sources of health.) Should be required at least for
two periods a week. Most appropriately given during the first term of the first
year. Indicate the curriculum provisions available or proposed for this course;
the number of students that will take it, and the officer that will teach it (the
director or a special teacher) -----

(2) *Individual hygiene*.—(Informational hygiene, the care of the body and
its organs, correction and repair, preventive hygiene, constructive hygiene.)
Should be required at least for two periods a week during the second term of
the first year. Indicate the curriculum provisions available or proposed for this
course; the number of students that will take it, and the officer that will teach it.

(3) *Group hygiene*.—(Hygiene of the home and the family, school hygiene,
occupational hygiene.) Required for one term, at least two periods a week in
the second or third year. Indicate the curriculum provisions available or pro-
posed for this course, the number of students, and the officer that will teach it.-----

(4) *Intergroup hygiene*.—(Interfamily, community, intercommunity, State,
interstate, and international hygiene.) Required for one term for at least two
periods a week in the third or fourth year. Indicate the curriculum provisions
available or proposed for this course, the number of students, and the officer
that will teach it.-----

(b) *Principles of physical training*.—(Gymnastics, exercise, athletics, recrea-
tion, and play.) To be required for one term, two periods a week in the third
or fourth year. Indicate the curriculum provisions available or proposed for
this course, the number of students, and the officer that will teach it.-----

(c) *Health examinations*—(1) *Medical examinations*.—(Making reasonable
provisions for a private, personal, confidential relationship between the ex-
aminer and the student.) To be required of all students once each term. It is
recommended that satisfactory examinations be required of each applicant for
admission to the institution before matriculation is permitted. State plans and
provisions for these examinations, and give number of students covered each
term or year.-----

(2) *Sanitary surveys* and hygienic inspections applied regularly to all divisions of the institutions, their curriculums, buildings, dormitories, equipment, personal service, and surroundings. State plans and provisions for these surveys -----

(II) DIVISION OF APPLIED HYGIENE.

(a) *Health conferences*.—State plans and provisions for health conferences.

(1) Every student advised under “(c)” above (health examinations) must report to his health examiner within a reasonable time, as directed, with evidence that he has followed the advice given, or with a satisfactory explanation for not having done so. Give number of conferences expected each term-----

(2) Must provide student with opportunities for safe, confidential consultations with competent medical advisers concerning the intimate problems of sex life, as well as those of hygiene in general. Give number of consultations expected each term-----

(b) *Physical training*.—Six hours a week (to be covered by required courses, optional requirements, electives, and recreational assignments). State plans concisely, giving proposed curriculum, scheduled requirements, optionals, electives, assignments, and number of students required to take this work.

(1) Gymnastic exercises, recreation, games, athletes, and competitive sports--

(2) Reconstructural and special training and exercise for students not qualified organically for the regular activities covered in “(1)” above. It is assumed that every teacher in training physically able to go to school is entitled to and should take some form of physical exercise-----

(III) DIVISION OF RECORDS AND PLANNING.

(a) Investigations, tests, evaluating measurements, records, and reports required each term covering progress made under each division and subdivision of the department, for the purpose of discovering and developing more effective educational methods in hygiene.

(b) Provide facilities for the sifting, selection, and investigation of problems in hygiene that may be submitted to or proposed by the department of hygiene.

(c) Arrange for frequent lectures on public hygiene and public health from competent members of municipal, State, and national departments of health and from other appropriate sources.

(State plans for making the reports and for carrying on the activities noted above under “Division of Research.”)

(IV) BUDGETARY FORECAST.

(1) *Director*.—Selected because his scientific training and special experience fit him for supervision, leadership, research, and teaching, and for administrative responsibility. He will direct and administer the department of hygiene in the-----

The curriculum of this department of hygiene shall include “courses and conferences in informational hygiene, and courses and conferences and training in the applications of hygiene, emphasizing with appropriate and due proportion and with proper tact and persistency the serious importance of the venereal diseases, their causes, carriers, and prevention, and emphasizing at the same time the other important facts and applications of general hygiene, individual hygiene, group hygiene, and intergroup hygiene.” (See regulations Interdepartmental Social Hygiene Board governing Educational Research and Development Fund, January, 1919, pp. 4, 5, and 6) ----- \$-----

- (2) *Teachers of hygiene.*—Selected with special reference to their wholesome influence on students and because of their ability to make successful use of their peculiar opportunities to emphasize appropriately and with due proportion, proper tact, and with persistency the serious importance of the venereal diseases, their causes, carriers, injuries, and prevention; and emphasizing at the same time the other important facts and applications of general, individual, group, and inter-group hygiene.
- Number of women teachers of hygiene, with salary of each _____
- Number of men teachers of hygiene, with salary of each _____
- (3) *Teachers of physical training.*—Selected with special reference to their wholesome influence on students and because of their ability to make successful use of their peculiar experiences to "stress with due proportion and appropriate emphasis the venereal diseases, their causes, carriers, influences, and prevention."
- Number of women teachers of physical training, with salary of each _____
- Number of men teachers of physical training, with salary of each _____
- (4) *Health examiners.*—"Selected with special care because of the extraordinary opportunities presented in these health examinations to exercise a powerful and intimate influence upon the mental, moral, and physical health of the students with whom such examiners come in contact." Will make medical examinations, sanitary surveys, and give hygienic instruction; give instruction and counsel in general and individual hygiene; meet students in health conferences and consultations; and "stress with due proportion and with appropriate emphasis the venereal diseases, their causes, carriers, injuries, and prevention."
- Number of men physicians, with salary of each _____
- Number of women physicians, with salary of each _____
- Number of dentists or other health examiners, with salary of each _____
- (5) *Clerical and stenographic service.*—To cover the work associated with the several activities covered by this department.
- Number and salary of each _____
- (6) *Coordinator.*—(This function may be covered by one of the personnel covered by (1), (2), (3), or (4) above.) Will serve to influence every teacher in every department on the entire staff of the institution to meet his obligations in relation to the individual hygiene of the students in his classes and to the sanitation of the classrooms in which he meets his students. The coordinator should bring information to all teachers and assist them to meet more satisfactorily their opportunities to help students in their individual problems in social hygiene.
- Give name, position on staff, and concise statement of special qualifications for this type of work _____
- (7) *Special public-health lecturers.*—Special lectures on the principles and progress of public hygiene and public health. A close coordination should be secured between this department and community agencies like the department of health that are concerned with public hygiene.
- Give very concise outline of plan and sources from which these lecturers will be secured _____
- Total cost _____
- (8) Amount of resource to be furnished by the institution _____
- (9) Amount requested from Interdepartmental Social Hygiene Board _____
- (V) On the basis of the above presentation, we, the undersigned, being duly authorized and competent agents of the _____, do agree that in the city or town of _____,

a department of hygiene shall be organized and established in this institution for the instruction and training of all students, men and women, who enter this institution in any of its departments for the purpose of preparing themselves as teachers; that this instruction and training in hygiene shall conform in its general plan and requirements with the organization suggested by the United States Interdepartmental Social Hygiene Board and described on pages 4, 5, and 6 of its "Regulations Governing the Educational Research and Development Fund," issued by that board in January, 1919; that every reasonable effort will be made by this institution to secure and to maintain a fine quality and a high standard of instructional service in this department of hygiene; that the proposed department shall become active and be ready for the instruction and training of students at the opening of the academic year in or about-----; that the State----- for teachers shall furnish for this purpose the sum of----- dollars, for the payment of salaries in this department for the academic year beginning in or about-----, 19--, and ending-----, 19--; and that the----- for teachers shall make every reasonable effort to maintain and fully expects to succeed in maintaining this department of hygiene as a permanent part of its organization: *Provided*, That the United States Interdepartmental Social Hygiene Board shall pay to-----, being the duly authorized and responsible financial agent of-----, the sum of----- dollars for the purpose of assisting this institution during the academic year----- in paying salaries of the personnel employed in the department of hygiene, the organization and establishment of which department is herein proposed in conformity with the regulations governing the educational research and development fund of the Interdepartmental Social Hygiene Board; and that the----- agrees that it will submit a budget of proposed expenditures to be paid from the allotment received from the Interdepartmental Social Hygiene Board, and that it will transmit monthly a sworn statement of its disbursements therefrom, in accordance with instructions to be furnished and upon forms to be provided by the Interdepartmental Social Hygiene Board, and that it will make a written report to said board at the end of each academic term covering all the activities of the department of hygiene during the immediately preceding term.

Representing the-----

Representing the-----

Approved :

Chief State Educational Officer.

Approved :

Executive Secretary,
United States Interdepartmental Social Hygiene Board.
Washington, D. C.

APPENDIX XIII.

REPORT FORMS USED BY FIELD AGENTS (WOMEN).

UNITED STATES INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.

FIELD SERVICE, WOMEN AND GIRLS.

Monthly Text Report.

Camp----- Date-----
City and State----- Worker-----

I. Summary of accomplishments.

II. Community conditions:

(a) In and adjacent to camp—

- (1) Conditions.
- (2) If unsatisfactory, action taken.
- (3) Result.
- (4) Recommendations.

(b) On streets, in railroad stations, hotels, public places of amusement—

- (1) Conditions.
- (2) If unsatisfactory, action taken.
- (3) Result.
- (4) Recommendations.

(c) In courts having jurisdiction in cases of sex offenses—

- (1) Conditions.
- (2) If unsatisfactory, action taken.
- (3) Result.
- (4) Recommendations.

(d) In hospitals and clinics treating venereal diseases—

- (1) Conditions.
- (2) If unsatisfactory, action taken.
- (3) Result.
- (4) Recommendations.

(e) In correctional institutions for women—

- (1) Conditions.
- (2) If unsatisfactory, action taken.
- (3) Result.
- (4) Recommendations.

III. New legislation:

- (a) State laws.
- (b) Municipal ordinances.
- (c) Camp regulations.

IV. Special topics.

V. Details of work:

- (a) New workers.
- (b) Changes in personnel.
- (c) Conferences, subject discussed.
- (d) Difficulties.

VI. Special problems and plans.

[To be mailed not later than the 5th day of each month.]

Statistical report for month of-----, 19--.

Camp-----
City and State----- Worker-----

Number of cases.

Number of new cases received during month	-----	----
Number of cases continued during month	-----	----
Number of "blue card" cases during month	-----	----
Number of cases reopened during month	-----	----
New cases involved with soldiers	-----	----
New cases involved with sailors	-----	----
New cases involved with civilians	-----	----
Total	-----	----

Data from case records.

SOURCE OF COMPLAINT (NEW CASES).

1. Applied for assistance	-----	----
2. Found by fixed-post worker	-----	----
3. Referred by cooperating agencies:		
Civil police	-----	----
Military police	-----	----
Public-health clinics	-----	----
Red Cross home service	-----	----
Travelers' aid	-----	----
Y. W. C. A.	-----	----
Other agencies (specify):	-----	----
	-----	----
	-----	----
4. Referred by private individuals	-----	----
5. Other sources (specify):	-----	----
	-----	----
	-----	----
	-----	----
Total	-----	----

DISPOSITION OF CASES.

	New.	Cont'd.
1. Convicted and sentence of:		
Fine	-----	----
Institution—		
Reformatory type	-----	----
Jail, workhouse, etc	-----	----
Probation	-----	----
Other sentences (specify)—	-----	----
	-----	----
2. Venereal-disease hospital	-----	----
3. Placed at work or referred to employment agency, etc	-----	----
4. Referred to other organizations (specify):	-----	----
	-----	----
	-----	----
5. Taken or sent home	-----	----
6. Disposition pending	-----	----
7. Other action (specify):	-----	----
	-----	----
	-----	----
Total	-----	----

REASON FOR COMPLAINT (NEW CASES).

1. Applied for assistance	-----	----
2. Incurrigibles	-----	----
3. Infected with venereal disease	-----	----

- | | | |
|---|--|--|
| 4. Prostitutes_____ | | |
| Charity_____ | | |
| Professional_____ | | |
| 5. Runaways_____ | | |
| 6. Suspicious conduct, public places_____ | | |
| 7. Other complaints (specify): _____ | | |
| _____

_____ | | |
| Total _____ | | |

SPECIAL DATA (NEW CASES).

- | | | |
|--------------------------------------|-------|-------|
| Number of colored women | ----- | ----- |
| Number of white women | ----- | ----- |
| All others | ----- | ----- |
| Total | ----- | ===== |
| Number with illegitimate children | ----- | ----- |
| Number of illegitimate pregnancies: | | |
| By soldiers and sailors | ----- | ----- |
| By civilians | ----- | ----- |
| Unknown | ----- | ----- |
| Total | ----- | ===== |
| Number of cases examined mentally | ----- | ----- |
| Number of feeble-minded | ----- | ----- |
| Number examined for venereal disease | ----- | ----- |
| Number with positive reactions | ----- | ----- |

GENERAL INFORMATION		ALIAS & REFERENCE		DATE WORKER		NO	
AGE	BIRTHPLACE	TIME IN U S	RELIGION	F	BIRTHPLACE OF PARENTS		
DATE OF BIRTH		TIME IN CITY		M			
NAME	ADDRESS	WITH WHOM LIVING (RELATIONSHIP, IF ANY)		ANY RENT OR BOARD			
	PREVIOUS RESIDENCES						
ADDRESSER'S NAME AGE ADDRESS		OTHER RELATIVES		ADDRESSES			
ADDRESSER'S NAME AGE ADDRESS							
ADDRESSER'S NAME		ADDRESS		BUSINESS			
ADDRESSER'S ADDRESS		LEGITIMATE		ILLEGITIMATE		SUPPORTED BY	
ADDRESSER'S NAME		GRADE AND AGE LEFT SCHOOL		BUSINESS SCHOOL		GRADE SCHOOL	
				H S OR COLLEGE			
EMPLOYMENT	WAGE	EMPLOYER	ADDRESS	DATE OF EMPLOYMENT	DATE OF LEAVING		
DATE OF ENTRY AND DEPARTURE				SEARCH APPLICANT			
SEARCH APPLICANT				HAS SHE RECEIVED MONEY			
NAME (SOLDIERS OR SAILORS)				NAME			
NAME	ADDRESS	CAMP	REG & COMPANY	RANK	H. OR S.		
NAME (CIVILIANS)				NAME			
NAME	ADDRESS	BUSINESS	MARRIED OR SINGLE				
CHARGE		DISPOSITION		INSTITUTIONAL RECORD (DATES)			
OTHER AGENCIES INTERESTED							

1. Source of complaint:

2. Environment:

3. Recreation:

4. Physical and mental condition:

5. Sex history.

6. Man's story:

7. Husband's or parent's story:

8. Girl's own story:

9. Worker's statement:

10. Disposition:

APPENDIX XIV.

REPORT FORMS USED BY FIELD AGENTS (MEN).

Monthly report.

FIELD AGENTS (MEN) INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.

From: Mr. _____
To: United States Interdepartmental Social Hygiene Board.
Subject: City _____
For the month ending _____

LAW ENFORCEMENT SECTION.

1. *Prostitution.*—Detailed statement of conditions, remedies proposed and used, and results accomplished.

(NOTE.—The attitude of military and civil officials should be clearly indicated in a proper handling of these detailed statements.)

MEDICAL ASPECTS.

1. *Intracantonment.*—Data relative to prophylactic treatments and venereal diseases.

2. *Extracantonment.*—Data on dispensaries, hospitals, sources of infection, and follow-up work.

SOCIAL HYGIENE INSTRUCTION (EXTRACANTONMENT WORK).

1. Description of work being done or needed to be done.

RECOMMENDATIONS.

All recommendations should be stated in numbered paragraphs under this heading.

Weekly report.

FIELD AGENTS (MEN) INTERDEPARTMENTAL SOCIAL HYGIENE BOARD.

From: Mr. _____
To: Interdepartmental Social Hygiene Board.
Subject: City _____

1. The weekly letter should consist of a letter, not over one page in length, showing all important developments during the week. (The weekly letter is not required the week the monthly report goes forward.)

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